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Raising the Profile of Cultural Heritage in Western Region

Canadian Parks Service

Report of the Cultural Heritage Task Force

June 1990

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Officially titled **The Exhibition of the Industry of All Nations**, it would become the focal point for the Victorian culture of the Western world.

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Exhibit and Media Designer
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June, 1990

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RAISING THE PROFILE OF CULTURAL HERITAGE IN WESTERN REGION

CANADIAN PARKS SERVICE

Report of the Cultural Heritage Task Force

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FOREWORD

This report represents the opinions and recommendations of the Cultural Heritage Task Force and does not necessarily represent the official policy or direction of the Western Region of the Canadian Parks Service. While the task force gratefully acknowledges the advice and ideas of those people who provided their time in meetings and in written submissions, both within and outside of the organization, the task force alone is fully responsible for the content and recommendations contained herein, and takes full responsibility for any errors of omission or commission.

Cultural Heritage Task Force
June 1990

EXECUTIVE SUMMARY

RAISING THE PROFILE OF CULTURAL HERITAGE IN WESTERN REGION

The Cultural Heritage (CH) Task Force was established to recommend short and long-term direction for CH activity in the region, ways to raise its profile, and linking these to the western region's (WR) strategic planning exercise.

Facing the region are a number of challenges which we must position ourselves to address very soon:

- **increasing concern about the environment, including the cultural environment which the Canadian Parks Service protects in our national historic sites, as well as significant cultural resources in our national parks;**

- **increasing popularity of non-consumptive and adventure tourism, directed towards indigenous cultures;**

- **increasing competition for scarce resources to protect and develop cultural heritage - thus more reliance will be placed on cooperative agreements, the regional or eco-musée approach, and other innovative ways of making the buck stretch; and**

- **increasing demands by Native groups to have a determining say in commemorating their ancestral cultures, and in their research, planning and development as national historic sites.**

Western region will meet the challenges facing it in cultural resource management (CRM) by embracing a vision and strategy that places increased importance on the value of cultural resources. As part of this strategy, CH activities will be adequately resourced and all of our responsibilities will be met through an integrated and coordinated cultural heritage program. Representation of historic themes not currently represented in our system will be actively pursued. New and exciting methods of marketing and interpretation will be adopted. The region will assume a greater presence and role in the area of cultural heritage, through networking, cooperative efforts and good external communications with outside agencies and individuals. The result will be that western region will emerge as a strong, credible and respected voice in western Canadian cultural heritage.

The 63 recommendations of the report are organized into three broad categories: knowledge and understanding; planning and coordination; and program delivery. Recommendations are included with the text and in the concluding chapter, these are grouped in sequence, cross-referenced to strategic plan objectives and cost and time categories.

Following are the most significant kinds of recommendations according to their relationship to the three subdivisions:

Knowledge and understanding.

> Field and regional office CH disciplines and activity must establish "core capability" at the earliest opportunity, so that basic, operational demands of the organization in CH can be met.

> In order to properly manage our cultural resources, we need to know what and where they are, their significance, their condition and the nature of any threats to their continued existence. Inventory and analysis programs should be beefed up and carried out without delay in both national parks as well as some of our historic sites.

> Training, both on-the-job and in academic institutions, is a vital requirement to enable current staff to meet their CRM obligations. Future staffing should emphasize CRM capability as proved by experience and academic training.

Planning and coordination.

> Regional management needs to coordinate its CH staff, and direct them to common, strategic objectives. It is recommended that a five-year CH work plan be developed in the near future.

> To achieve the twin goals of higher profile and integrated work planning, it is recommended that the three CH regional office disciplines of archaeology, history and historic resource conservation be combined in one side of the house - preferably in Operations Directorate. A recommended organization is provided in Appendix E, in which the core capability requirements are spelled out.

> To achieve regional goals, it is necessary to establish and maintain good communications at a senior level with our provincial colleagues in CH, as well as with NGOs, professional societies, Native organizations, amateur groups and individuals who share CH goals with the parks service. This should be formally established on a priority basis, at both field and regional office levels.

Program delivery.

> It is likely that the acquisition and subsequent development and operation of a major national historic site will significantly raise the profile of CH in the region. In this respect, the task force feels that top priority should be given to acquire and develop an historic ranch in Alberta, preferably the BAR-U.

> Gulf of Georgia Cannery offers a major opportunity for new and innovative approaches for cooperative preservation, interpretation and operation of a significant heritage resource in the context of revitalization of the core historic district in Steveston. The task force recommends that this be given regional priority for developmental action following current planning, to complete within the next five years.

> Region can demonstrate leadership in the commemoration and presentation of Native culture. Current efforts involving Cluny Earthlodge Village and Kitselas Canyon should be provided with additional support and priority and be guided to a successful conclusion in which CPS plays a major role in joint planning, development and management of these significant heritage resources.

In addition, the task force believes that a special group needs to be established at such time as RMC makes a determination about this report - in order to ensure that the CH recommendations for the region are implemented in a timely fashion.

> A cultural heritage implementation action group should be created as soon as possible after this report is accepted by RMC.

Acknowledgements

The Cultural Heritage Task Force would like to acknowledge the advice and assistance we received from Canadian Parks Service staff in the field, regional office and program headquarters. We discovered very quickly that although CH has a low profile in the region, our staff feel strongly about the cultural resources entrusted to us to manage, and express their views and feelings on the subject passionately. We also express our gratitude for the time taken and wisdom imparted by our colleagues outside of the CPS who participated in our external meetings.

Finally, the task force would like to thank Sandra Davis and the regional management committee for providing the opportunity to examine cultural heritage activity in the region.

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Fort Rodd Hill, early 1900's
Source: WRO Interpretation

RAISING THE PROFILE OF CULTURAL HERITAGE - WESTERN REGION

1.0
Introduction

1.1 Without our past, how do we know who we are?

> "History is the witness that testifies to the passing of time; it illumines reality, vitalizes memory, provides guidance in daily life, and brings us tidings of antiquity." (Cicero, 106-43 B.C.)

The importance of history, mankind's culture and the symbols and artifacts of our past, are beyond measure in terms of who we are, where we have come from and where our destiny lies. Cultural heritage is important to each of us, whether it is the broadest outlines of human history or the smallest physical reminders of our past achievements and efforts.

Ask the question: "What is the most important cultural resource western region is responsible for?", and CPS staff are likely to give a variety of responses:

> "The St. Roch. The entire ship is an incredibly significant artifact that represents hardships, exploration, Canadian sovereignty ... a most romantic maritime adventure imaginable."

> "The 11,000 year old archaeological site at the Vermilion Lakes in Banff. Think of it ... over 100 centuries ago, a rich and diverse culture was flourishing in what is now our first national park and we have physical evidence to reconstruct the story."

> "Rogers Pass. As an historic, national symbol of the physical and spiritual unification of our country."

> "Sofa Mountain in Waterton Lakes National Park. A stone-lined vision quest site fronting open plains with a clear view south to Chief Mountain, known as the 'Power Mountain' to the Blackfoot and Blood."

"Any one of the valuable artifacts and sites under the care of this region. There's James Douglas' valise; a fully restored 13-pounder, working field artillery gun at Fort Rodd Hill; over 4,000 stone artifacts from the Eclipse site in Banff, including stone spear points, chisels and a soapstone pendant, all found around a 10,000 year old campfire."

Cultural resources in historic sites and national parks in this region are important, significant and demanding of attention; the services and products we deliver to our historic site visitors require a high degree of quality and effort. Our visitors and stakeholders are extremely interested in cultural heritage - clearly, much more interested than we have ever cared to admit.

Due to the history of the national parks system and its birth in western region, priorities have concentrated on our two "mega-parks", Banff and Jasper. Due to the pressures and priorities devoted to these key parks, we have unconsciously put cultural heritage in a lower regional priority. Given the rich, intriguing and challenging spectrum of possibilities that cultural heritage represents in our region, this is unfortunate - however, we believe that this is changing.

Inspiration is around every corner and opportunity for creativity, visitor excitement and staff spirit abounds. The task force, through its own knowledge base, convictions, intuitions, interviews and analysis sees a bright and diverse future for cultural heritage activities in western region.

1.2 Trends and Challenges.

Through interviews with individuals within and without our organization, and through a brief review of literature, the task force has identified a number of trends and challenges which must be considered when designing the future position of the CPS in cultural resource management. The most significant of these are:

> **Increased concern for the environment.**

With an increasing public concern for the environment generally, the CPS will have an enhanced profile as national heritage stewards. There will be increased interest about man's role in the environment - meaning an increasing role

for cultural heritage activity in our program, and more emphasis on man:land relationships in terms of national park and site values. With increasing visitation, resulting demands for services and facilities could place cultural resources at risk from development. CPS will need to respond in a pro-active manner through the continued application of EARP in all instances where CH resources are threatened.

> **Increased demand for cultural, non-consumptive tourism.**

A fast-growing segment of the tourism market, and one which has major economic benefits to the host destination, is "cultural tourism" and eco-tourism - an approach which is sustainable in terms of resource use or impacts on local communities. Again, part of an overall concern with the environment, this particular segment of the tourism industry reflects increased interest of the maturing participant population in "adventure" travel, a major component of which is cultural attractions - such as indigenous or Native culture, presented in exciting, but safe ways - and in a "wilderness" or "natural" setting.

> **Increased demand for cooperative planning, marketing and development of cultural heritage.**

As government programs at all levels will see an increasing competition for scarce resources, the CPS must pro-actively build CH networks with its provincial counterparts, and with NGOs and the private sector, to get a bigger bang from a shrinking buck, and continue to protect irreplaceable cultural resources.

> **Increasing interest in a regional or "eco-musée" approach for planning, marketing and development of cultural heritage in the broad sense.**

Alberta has introduced regional cultural heritage protection, site development and interpretation to its public in very successful ways. B. C. is also starting a regional approach to its CH planning, development and marketing. There are opportunities for the CPS to participate in such initiatives.

> **Increased demand by Native groups for involvement in commemoration and interpretation of their heritage.**

Native groups are becoming increasingly active about interpreting their own culture and developing their own tourism markets - in part, recognizing the growth of "adventure" tourism. They are also less agreeable to having non-Natives interpret or "own" Native cultural resources. The CPS must be pro-active in this area as well, by building appropriate bridges to Native cultural organizations and individuals and by enlisting Native Canadians in CPS programs.

The region must be prepared to meet the current challenges and emerging trends in order to do its job. The succeeding sections of this report outline how the task force believes the region can position itself to meet these challenges.

1.3 The Vision.

In order to meet the challenges facing us, region will embrace and employ a strategic vision of cultural heritage that clearly proclaims and delivers on our intentions and role in the cultural heritage aspects of program responsibilities.

We will provide strong leadership in the management and protection of our non-renewable CH resources. CPS staff will be leaders in the application of Environmental Assessment and Review Process (EARP) to CH matters, and will provide procedural and technical information regarding EARP relating to CH to other federal agencies involved in terrain-disturbing activity on federal lands in Alberta and B.C.

We will seek to promote an eco-system approach to resource management which integrates cultural and natural resources - they are indivisible, a fact that the environmental community is showing itself to be much more aware of than is the federal government to date. Resources are resources in the broadest sense and the science and protection of those resources are of equal importance. This means that cultural resource protection will be fully resourced and all our responsibilities will be met in national parks, historic sites and regional office through a well thought out, integrated and coordinated cultural heritage program.

New initiatives in WR for the commemoration and presentation of Native culture, ranching, fishing, forestry, Prairie settlement and oil and gas will be among our highest priorities for the foreseeable future. While CPS should maintain a strong image by direct operation of some of the sites which will represent these themes, debate, testing and generation of innovative ideas for partnership operation will prove that others can play a meaningful and effective role. CPS will still retain a stake and continue to build a good reputation for sound and responsible cultural heritage management.

Exciting and stimulating cultural heritage visitor activities of higher quality than in the past will predominate at our parks and sites. Some of these services will be delivered through contract or volunteer arrangements; and region will develop sufficient staff expertise to be a knowledgeable client in the interpretive disciplines.

Promotion, awareness and active marketing will be a major component of improving our image, raising our profile and generating new visitors and constituents. Powerful paid advertising programs will be used as an essential tool. Tourism markets and the latent interest of western Canadians in their own history will be tapped.

Networking, joint ventures and a general thrust into outward-oriented actions will be a requirement of all managers in cultural heritage responsibilities. Much better linkages, sharing, doing business together and just plain talking will be promoted with our provincial, municipal and NGO counterparts. Expertise and materiel will be shared; regular workshops and meetings will occur; joint publications and paid advertising will make our expenditures more effective through "power in numbers".

Our staff will be inspired and benefit from workshops, exchange programs, conference attendance and enhanced recognition from the superintendent and director level down. Through such cross-overs, managers will commit themselves to a holistic, strategic view of WR. Superintendents and directors will work as an objective team to reallocate resources for the good of the entire program. As a result, innovative solutions will emerge that more efficiently use human and financial resources. Sponsors, donors, stewards and

corporations will be identified and recruited into the cultural heritage fold of CPS WR.

Most importantly, through these preceding steps, the region will in a short time emerge as a strong, credible and respected voice in cultural heritage in western Canada. The region will become a dynamic leader and champion of western history, Canadian identity and cultural resource management and accordingly, will set high standards and objectives to which others will aspire.

1.4 Background to the Task Force.

In the spring of 1989, the Regional Management Committee, led by Sandra Davis, Director General, began a strategic planning exercise to reconfirm the organization's "mission", "vision" and "values" and to better position the CPS WR to deal with challenges facing it in the future. As part of this exercise, the RMC identified the critical issues facing the region and developed strategic objectives to deal with these. The need to raise the profile of cultural heritage was identified as one of the five major issues to be addressed.

It was decided to strike a task force which would examine cultural heritage activity in the region, identify external perceptions, identify trends in cultural heritage and make recommendations about how the region should deal with cultural heritage issues in the future, with special emphasis on raising the profile of cultural heritage. The findings of the task force would then be fed into the strategic planning process, with direct influence on the setting of goals and objectives for the region over the next 5-10 years (Appendix A). A four person task force (Jervis Swannack, Chair; Alison Manley, Dave Biederman and Daryl Fedje) and an advisory committee (Dave Day, Dave Street, Max Sutherland, Bill Yeo, Cornell Wynnobel and David Bowes, ex officio) were established in early 1990.

1.5 Methodology.

1.5.1 Questionnaires:

To determine the current status of cultural heritage management in the region, the parks and functions were asked to estimate the person-years and financial resources devoted to

cultural heritage activities, and to identify significant problems facing the region in the area of cultural heritage identification, protection and presentation (Appendix C).

Although some respondents did excellent work in seriously reviewing their CH activity, others were not as thorough or were not able to devote the time necessary to produce a comprehensive and well thought out response. As a result, the task force was unable to gather complete information on CH resourcing, however the exercise was beneficial in other ways (see Appendix C).

1.5.2 Meetings with Canadian Parks Service Staff:

A series of informal meetings were held with functional disciplines involved with cultural heritage. The purpose of these meetings was to gather information about the problems and issues facing the region in cultural heritage and to discuss possible actions to solve them. Meeting notes were produced for each session.

Two members of the task force travelled to Ottawa to meet with the Director General and senior staff of the National Historic Parks and Sites Directorate to discuss the role of the task force, identify concerns and perceptions at HQ and solicit the support for the work of the task force. Meetings were also held with the Director of Marketing in HQ, and the National Historic Parks and Sites Publications Unit Head.

1.5.3 Meetings with External Agencies:

Meetings were arranged with representatives of provincial government cultural heritage agencies in both British Columbia and Alberta, academic institutions, Historic Sites and Monuments Board (HSMB), and representatives of public interest groups. Letters were sent to meeting participants, outlining the purpose and objectives of the task force and the objectives of the meetings (Appendix B).

Where possible, a variety of representatives were brought together at the same meeting in order to facilitate brainstorming. Sessions were informally structured, with task force members posing specific questions to ensure as much information as possible was obtained. Meeting notes were also produced for these sessions.

1.5.4 Literature Review:

A brief literature review, mainly focused on marketing studies and reports, was conducted in an attempt to determine public perceptions and demands regarding cultural heritage. What little research that has been done in this area is of a very broad nature and of little direct relevance to the task force's work. In the time-frames established for the task force, primary research in this area was not possible.

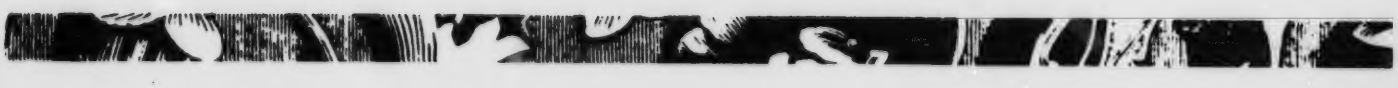
1.5.5 Analysis and Recommendations:

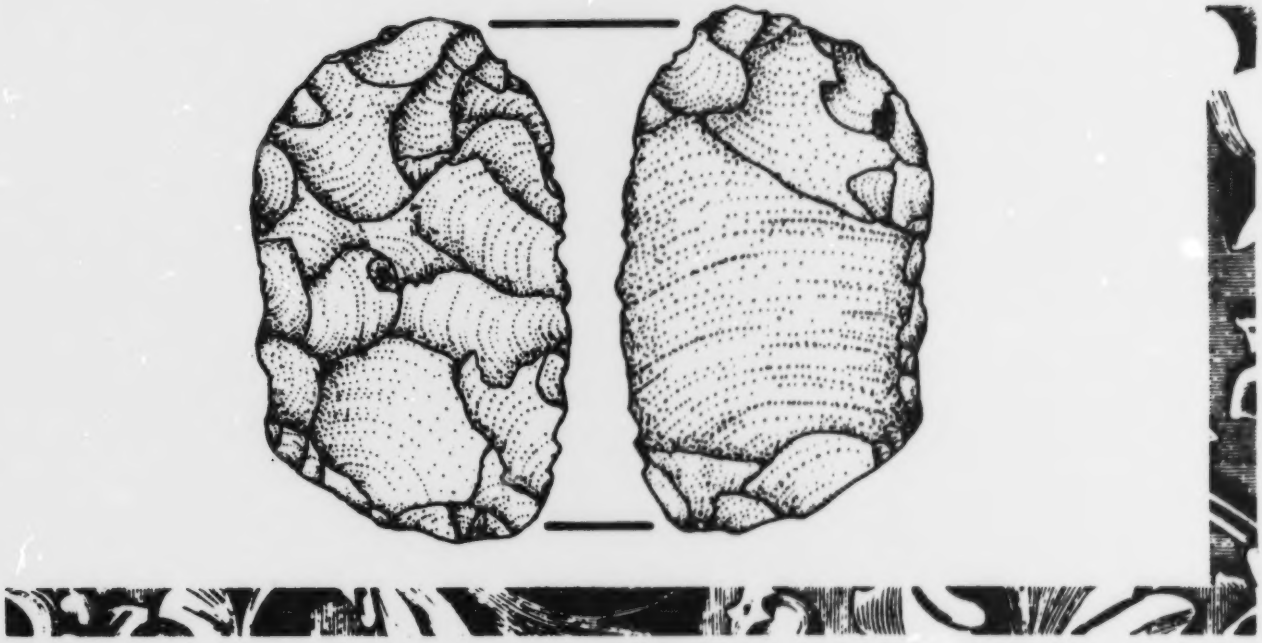
Analysis of the data collected took place during the formal task force meetings held at the end of January, February, March and April. Recommendations were formed based on analysis of data and discussions with advisory committee members and other staff. In addition, the draft regional goals and objectives for raising the profile of cultural heritage, prepared at the Strategic Planning Forum in late February, were reviewed and factored into recommendations already under consideration by the task force. The final draft of the report was tabled at the Regional Management Committee meeting on May 14. Following comments from regional managers, this final version was completed in June.

1.6 Organization of Report.

The body of the report is divided into three sections - representing the basics of an organization which delivers a product: knowledge and understanding; planning and coordination; and program delivery. The issues, challenges and trends facing the organization fit within these three categories, and are made intelligible in a global sense by this organization. In our conclusions chapter the in-text recommendations are listed with the strategic objectives they relate to, and we recommend an "action plan" for implementing the task force's recommendations. Finally, in the appendices, we provide detailed information concerning the task force's terms of reference; information requests; resource comparisons; and organizational recommendations.

Reference is frequently made to "cultural heritage disciplines". By this, we mean the functional work of staff in the fields of history, archaeology, historic resource conservation, historic site management planning, historic interpretation and restoration architecture.





Biface (knife) ca. 10,350 years B.P.
Vermilion Lakes Site.
Source: WRO Archaeology

2.0
Knowledge and Understanding

Our ability to manage and interpret the cultural heritage of WR is dependent upon sound knowledge of our resources and techniques for their protection and management, and credible interpretation. Effective protection of cultural heritage, as is the case with natural heritage, requires accurate and comprehensive information which can only be gained through good science conducted by capable and accountable cultural heritage experts.

2.1 Resource Management - integrating cultural and natural resources in the management of our parks and sites.

In 1886 Rocky Mountains Park (now Banff NP) was a place for the "good" animals such as deer, elk, sheep and swans. Management supported the removal of the "bad" ones such as wolves, coyotes, cougars, weasels and hawks, and in doing so reflected a Victorian mind-set that did not support the totality of the natural environment. Through policy and regulation this "control" of the natural environment continued until 1968 when the last Warden Service kill of cougar and coyote occurred.

Now, we cannot even consider these earlier ideas as reasonable. Similarly, when the so-called nature purists of the past two to three decades try to divorce people from nature they are viewing a false and ethnocentric natural environment. In fact, humans are a part of nature and have been for over two million years. In Banff when the first fauna and flora returned following the retreat of the Wisconsian Glacial Episode humans were likely amongst that re-establishment of the post-glacial natural order. People competed with wolves and other nasties as efficient, but in every way natural, predators. Certainly 20th century humans have moved away from the close and dependent harmony with the rest of the natural environment and tend to overwhelm, and in many instances severely impact, its integrity. Nevertheless, humanity and nature continue intertwined.

In setting aside large national parks we have included within our park boundaries large portions of certain culture areas - that is, land areas occupied and/or used by related cultural groups in prehistoric or ethnohistoric times. Although the initial objectives of the mountain parks did not include a statement regarding preservation of the Plains/Mountains

culture area, it is a fact that a large amount of this unique culture area is located within the boundaries of Banff, Jasper, Kootenay and Waterton Lakes national parks. Similarly, South Moresby and Pacific Rim national parks contain a relatively large portion of the Northwest Coast culture area. It is important to protect, manage and interpret these culture areas as significant elements of the ecosystem represented by a national park. This goes beyond looking at individual sites and areas. It involves looking at humanity's part in nature rather than its dominion over it.

Visitor interest and comprehension of national parks and national historic sites would be enhanced through management, protection and interpretation from an ecosystem perspective. As a starting point, a given park would be viewed within a common rubric, humanity, the physical environment, animals and plants. Each component has a past and a future. The ecosystem concept directs attention to the unity of its member elements in an interlocking and ongoing process including humanity's impact on and use of the environment within past, present and future contexts.

While there are problems unique to each of the resource types and actions required for them, at the park level, regardless of park type, there should be one organization dealing with natural and cultural resources. National parks and historic sites need to properly manage both types of resources - meaning knowing what resources we have, and their significance, and knowing what threats to resources exist, or are likely to exist, and finally, knowing how to mitigate or eliminate these threats.

2.2 Knowing what we have to protect.

Credible cultural heritage resource protection and interpretation require accurate data for site/resource location, context and significance. At present our CH inventory is incomplete and in many cases inconsistent, although both archaeology and historic resource conservation have good starts in attacking the problem via "archaeological resource description & analysis" (ARDA) and the HRC historic object cataloguing initiative. Inventory for most parks and sites has been conducted on an ad hoc basis, normally as part of the EARP process responding to park or external agency initiatives. In working reactively to developments (in the broad sense), often with little lead time, assessment and planning are not cost-effective. As a result, human and financial resources are not placed where they can produce the

greatest good for the most significant cultural resources. Comprehensive inventory has been conducted only in a few selected areas. Park-wide inventories conducted twenty years ago focused solely on prehistoric resources and due to the methods employed, did not provide representative data. There has been no comprehensive or consistent research design prepared for closing this knowledge gap.

2.2.1 Recommendations:

1 - Within 3 to 5 years complete a comprehensive inventory of extant buildings predating 1950 on CPS land.

Depending on DOJ review of FHBRO Policy, this may also be required for leased lands. By 1996 the package for each park should be submitted to FHBRO for review and evaluation. Once all the players are aware that these structures are "on the list" there will be fewer surprises and effective planning can be undertaken.

2 - Within 3 to 5 years complete a comprehensive inventory of historic period archaeological sites at our parks and sites.

A systematic survey forearmed with comprehensive historical data should allow relatively complete inventory of significant historic period resources.

3 - Within the next 2 to 3 years, initiate a moderate inventory program of prehistoric/ethnographic/archaeological sites in our parks and sites.

Due to the nature of the resources (visibility), a comprehensive program is not possible. Intensive inventory, however, employing state-of-the-art research method, should be conducted in a systematic manner for selected portions of parks and sites to the level required to allow production of reliable landform sensitivity maps for the entire park/site. This should be conducted in concert with a program of intensive inventory of areas evincing high risk due to natural or cultural disturbance.

Within the context of archaeological inventorying, the Archaeological Resource Description and Analysis program should be re-examined to determine accurate accounting of resources to complete ARDA's for parks and sites.

4 - All archival records at national parks and sites and at region should be inventoried within 5 years.

5 - Eliminate the backlog in cataloguing of archaeological and historic objects within the next 3 to 5 years.

2.3 Credible Research.

CPS must conduct and promote credible and accountable cultural heritage research. This will include applied research by CPS and others to meet management and interpretive needs of WR and applied or pure research by others in fulfilment of academically valid research within a framework of responsible cultural resource management.

Credible research necessitates sound science and accountable dissemination of resulting knowledge. In addition to meeting immediate project needs historical and archaeological research must be conducted with a clear commitment to getting out the information in a user-friendly format to parks and the public, professional and lay. We must maximize the benefit of resource expenditure in cultural heritage.

A core capability of cultural heritage resource knowledge/expertise is required within the region to provide information and direction to resource protection and interpretation, and necessitates an ability to respond on a day-to-day basis with Interpretation, Historic Resource Conservation and Planning. Core capability means being able to handle, for example, operational demands such as:

Within WR there exists a substantial inventory (>2000) of known cultural heritage sites representing a number of distinct cultures: Eurocanadian, Kootenay, Sarci, Blood, Blackfoot, Shoshoni, Shuswap, Coast Salish, Wakashan, Tlingit, Haida, Slave to name just those groups known from the ethnographic/historic record. Each is distinct in language, tradition and material culture. Protection and management of these resources is an ongoing operational requirement. Implementing EARP and constant interaction with project managers (CPS and external) and with review of MYOPs, PIPs and management plans can only be conducted effectively by CPS staff with a comprehensive knowledge of cultural resource management, CPS personnel and project documentation (see Appendix E).

2.3.1 Recommendations:

6 - Establish a core staff sufficient to secure knowledgeable client status, respond to CRM requirements and perform basic operational requirements.

In order to ensure that contracted and permitted, unsolicited work meets the standards required by the CPS for resource management, there must be sufficient in-house expertise to direct and manage our outside commitments. Other CRM requirements, due to the nature and frequency of demands, can best be attained through staff capability (see Appendix E for a summary of core functions necessary to conduct base level credible cultural heritage management).

7 - Establish workplans for all cultural heritage disciplines with a strong focus towards the Strategic Plan objective of raising the profile of cultural heritage.

It has been observed that WR is not sufficiently open to a a variety of credible research opportunities in our parks and sites. We must be pro-active in identifying to academics and professionals specific research opportunities in the parks or sites that fulfil a CPS need. In addition, CPS must be seen to be supportive of research beyond identified need where such research is important for other communities' needs and at the same time, not in conflict with our protection mandate.

8 - Promote applied research for CPS needs by approaching cultural heritage departments at western Canadian institutions.

9 - Facilitate unsolicited research, pure and applied, where it does not impair the integrity of significant cultural resources.

At various times there are national and international concerns and initiatives to which CPS can provide useful input. CPS should be pro-active in recognizing and participating in these initiatives where appropriate. An example is global warming - an international issue of recognized concern to the Government of Canada. In western region, the CH function has in past years conducted significant relevant research in palaeoenviron-

mental studies. CH could provide a positive and credible contribution to knowledge of the global warming issue, as well as in a more local sense, tie into the warden service fire history program.

2.4 Training and Enlightenment.

CPS staff in the CH function at region and in the parks must be shown to be fully capable of their levels of responsibility through experience and education. We must staff positions appropriately with the best and most highly credible personnel available. We must enhance existing staff ability and credibility, to the levels required at parks and at regional office, through an aggressive program of CPS and academic training. We must reward initiative and excellence through peer promotion, developmental promotion and other forms of tangible recognition.

Support staff must be brought in at or up to a high level of knowledge/ability for their function and must be secure in their commitment to cultural heritage by an ongoing program of internal training or academic course work as required. All cultural heritage staff, whether research or administrative, should have a general knowledge of cultural heritage method and theory.

At the park, one or more resource protection officers and one or more interpretive staff should have a good working knowledge of one or more of the cultural heritage disciplines, gained through in-house training and/or formal academic training or equivalent experience.

In addition to training specific staff for CRM and interpretive needs, all CPS staff in WR should know that cultural heritage resources exist in our parks and that these are significant and worthy of protection. This can be accomplished by sharing knowledge through CH hospitality training, tours, presentations and through dissemination of user-friendly media such as videos, pamphlets and posters.

2.4.1 <u>Recommendations</u>:

10 - Determine the optimum knowledge and ability requirements for each core position.

This is necessary to determine training requirements and

staffing profiles to achieve maximum credibility for our CH program.

11 - Develop knowledge of cultural heritage amongst appropriate regional and park staff.

This could be accomplished through a program of seminars, university courses and CPS training and through cooperative arrangements with provincial CH agencies.

12 - Set up a pilot program of staff exchanges or assignments between historic sites and national parks.

This would be done to increase sensitivity to the resource management issues typical of each type of park. If successful, adopt as a continuing WR program. Counterpart agencies in Alberta and British Columbia also to be contacted with a view to having them participate in the program in future years.

13 - Encourage CH staff attendance at local, regional, national and international meetings and conferences in their subject areas.

Participating in said conferences by presenting papers, taking elective or appointive offices in professional associations, or in other ways by which the professional standing of regional cultural heritage activity may be enhanced through exposure to the outside world is the objective here. Reimbursement of conference attendance expenses and professional association dues is strongly encouraged.

The Canadian Parks Service is anxious to commemorate ranching in the Alberta foothills.
Source: Canadian Illustrated News,
(Vol.26, No.22, November 25, 1882, p.340.)

3.0
Planning and Coordination

In a generic sense planning sets out the direction for an organization. Planning is linked to other management activity by the coordinating function. In our opinion, the three primary activities involved with planning and coordination are: leadership, communications and planning. Our objective for western region is strong leadership of the cultural heritage disciplines and comprehensive plans to achieve regional CH goals.

Good communications require a good understanding of regional and headquarters roles and responsibilities to avoid work at cross-purposes. Clear and open communications between the regional office and the field and between region and program headquarters are evident requirements. Finally, good communications and openness are required between the region/field and our colleagues in the provinces, interest groups, private sector groups and NGOs in the mission to protect cultural heritage resources and to interpret them to the public.

3.1 Strong Leadership.

An increased profile in CH will translate to directional strength and vision concerning the cultural heritage disciplines and activity in the field and regional office. In order to achieve this, team-building and communications-encouraging factors which apply at field locations due to superintendents being specifically part of the RMC should be reviewed in terms of an analagous extension to regional office discipline heads. It appears that there is a greater need to improve regional office communications than internal field communications.

It has been observed that national historic sites are viewed as "entry level" opportunities for would-be national park superintendents rather than as attractive opportunities in of themselves. It is considered necessary to review superintendent PAS to ensure that inappropriate factors which tend to place historic sites superintendent positions toward the bottom end of the managerial classification scale are eliminated.

3.1.1 Recommendations:

14 - Senior management to take an active and interested role in CH activities.

Regardless of organizational location of the cultural heritage disciplines in the regional office, senior management must fully exercise their leadership and coordination responsibilities in CH and take a more active and interested role in the CH activities carried out under their direction.

15 - Review superintendent PAS with a view to removing inappropriate rating factors.

Region should determine the status of the supposedly revised PM standard to ensure that superintendent PAS accurately reflect inherent job complexities, knowldege requirements and organizational responsibilities, and remove factors which tend to create lower classification levels for national historic site superintendent positions, such as number of bodies supervised.

16 - Regional leadership to provide strategic direction to the CH disciplines.

This is required to promote efficient utilization of resources, team-building and concentration on the region's strategic priorities. In this regard, the TF recommends that a 5-year work plan for CH in the region be produced.

17 - Regional directives dealing with cultural heritage to be responsive to field requirements.

Impact on park operations should be in the mental forefront of directive writers and care needs to be taken to ensure that rationales are clear, and that field requirements are intelligible and well-justified. For example, region should review the draft WRD #40 to ensure that all aspects of the new CRM Policy are linked with regional activity in cultural resource management, and that older CRM directives made redundant are eliminated.

3.2 Good communications.

The degree to which communications are open, clear and complete will determine how well an organization functions and how happy and productive its members are. The task force has identified several communications issues which are outlined below. These affect us internally in how we do our work as well as affect us externally in our relations with provincial heritage agencies, NGOs, academia, peers and colleagues outside of the CPS, and generally, the public. Included within the realm of "communications" is the need to integrate and coordinate the various CH activities in the region.

3.2.1 Need to integrate work planning among the cultural heritage disciplines and between these disciplines and the field:

The various CH disciplines in region are distributed among different directorates, as well as physically separated in different buildings. Coupled with the low numbers of cultural heritage staff, this is counter-productive to both good communications as well the synergistic effect created by interaction of highly trained staff in a teamwork environment. Issues of coordination among the disciplines and between regional office and the field have been well-documented - most of these are due to lack of organizational strength for cultural heritage in the region's business.

To avoid a case of the left and right hands operating independently and in ignorance of each other's responsibilities and authorities, as well as eliminating work at cross-purposes, and to achieve greater efficiency by working together on common problems, integrated work planning is essential.

Improvements in comprehension about the impacts created by adopting new policies which have major implications for cultural resource management are needed. We need to instil a degree of sensitivity to cultural heritage such that when a proposal is raised, the immediate mental process will be: "How does this affect the cultural heritage we control?"

3.2.2 Recommendations:

18 - Consider a new regional organization, emphasizing integration of cultural and natural resources, and eliminating physical separation problems.

A new regional organization combining archaeology, history and historic resource conservation with natural resource activity should be pursued. This arrangement would help achieve the goals of integration, good communications and a coordinated approach to similar end objectives. In the same vein, research staff who do not require constant interaction with collections should be considered for physical co-location with the other professionals.

The task force has recommended options for achieving this, as detailed in Appendix E. The other disciplines involved in CH would be integrated with these in a project mode using a matrix management approach.

19 - Staff the head of archaeological research at the HR-04 level.

This is required to quickly achieve needed credibility in the archaeological field, and to overcome current problems.

20 - Orientation programs in parks and regional office to include cultural heritage programs of the CPS.

To further assist in the development of staff awareness about cultural heritage, visits to the Deerfoot archaeology and historic resource conservation facilities should be arranged for regional office and park staff, and similar visits to national historic sites, provincial heritage sites or to cultural resources in national parks for staff not normally exposed to these resources.

21 - Ensure CH events are included in newsletters, calendars and other media.

Attempt to link these media with provincial or local events of a similar nature. Feed "filler" items about cultural heritage in the parks and sites to local newspapers and TV stations.

22 - Use CH material for office decor.

All CPS offices, especially those which will be used by the public, should include cultural heritage resources (photographs, posters, objects, etc.) as office decor.

23 - Provide parks and sites with a list of regional office cultural heritage staff and expertise.

Such list to be updated regularly upon staff changes. In the interest of improving communications, requests to and from WRO for assistance or advice concerning cultural heritage resources should be always be acknowledged promptly, with such acknowledgement indicating when a complete response will be forthcoming.

3.2.3 The need for good communications with our provincial colleagues, NGOs, outside professionals and the public at large:

Often expressed by groups the task force met with was that this was the first time "in living memory" that they had formally met with the WR about cultural heritage. While no doubt this is an over-statement, it illustrates the insufficient frequency of regular communications with our counterparts in the cultural heritage fields. It should be emphasized here that the RDG recognizes these issues and has already taken the initiative and made a number of important openings in this respect with our provincial colleagues.

Unless we are in regular communication with other CH agencies and groups, CPS will be unaware of emerging CH trends and will miss opportunities for cooperative efforts; will continue to be ignored as a factor in cultural heritage; and will sometimes have inadequate knowledge and sensitivity to local issues and "politics".

Communication with Native groups must be improved in order to establish better working relations and avoid confrontational situations. We must communicate to our staff sufficient knowledge of current Native activity in our parks to avoid misunderstandings about Native use of sacred sites in non-consumptive ways. In general, attitudes towards Native peoples must change if we are to establish good working relationships.

Without good communications with the public in general, profile-building is not possible. There is a need to get our existing work communicated to the public in meaningful, popular formats. We need to improve our interpretation programs, get away from the stale approaches of the past, and make history an exciting and enjoyable experience which will encourage repeat visits to our parks as well as assist in constituency-building.

3.2.4 Recommendations:

24 - Designate formal liaison responsibilities with the provinces in CH matters.

Maintained on a regular basis, contacts at the senior provincial levels in CH are needed to develop an agenda for co-operative ventures, information exchanges, coordinated planning and other common initiatives. Regular communication with NGO's and Native groups is also required.

At present, the lack of focus for provincial contact with WR in CH matters is a problem - as well as for NGOs and the public.

25 - Establish a permanent CPS senior presence in B. C.

This is required to maintain adequate communications with the province and to improve regional awareness of provincial programs in CH. This view has been expressed in our external meetings with B.C. provincial government officials and with the larger CH community in the province. Care must be taken to ensure that such a B.C. presence does not cut off the regular contacts required of regional staff from Calgary and of B. C. park/site staff. The logical site for such B. C. presence would be Victoria.

26 - CPS to sponsor discipline conferences.

Region, with PHQ support, should promote this idea, and if successful, Alberta and B. C. should be invited to send delegates to these conferences and to otherwise participate with the CPS staff.

27 - Improve internal communications.

Region should examine ways in which internal communications may be improved to start rectifying isolation problems and to more explicitly involve CH in the decision-making process.

In addition, CH staff morale would be improved if the worth of their contributions to the region's business would be more frequently recognized.

3.3 Planning.

Formal planning is required to produce documents which guide the developmental and service activities of an organization - management planning and its various "appendages", such as visitor management activity planning, resource management planning, etc. In this chapter, management planning is directly concerned with our CH profile-raising objective; other types of formal planning are dealt with in other sections of the report.

3.3.1 Management Planning:

The formal planning unit of an organization tends to provide energy and impetus to other facets of the organization which must implement planning conclusions. Due to the regional shortage of CH expertise and profile in planning, it is not surprising that cultural heritage activity in our region exhibits several serious problems. The leadership role which management planning should take in CH matters needs to be reaffirmed.

Management planning in the region has no CH expertise at present, nor has it had for a considerable period of time - although an historic planner position is currently in staffing. Management plans prepared for national parks have not given adequate attention to cultural resources in the past, probably due to this lack of expertise and low priority. Further, there is reason to provide separate management plans for operational national historic sites located in national parks - but due to the shortage of CH planning staff, this has not occurred (these are: Cave and Basin and Banff Park Museum in BNP; Rogers Pass in R-GNP; prime cultural sites in South Moresby/Gwaii Haanas may need special plans - especially, Ninstints). Finally, there is a

need for planning to take the lead role in dealing with new initiatives in CH for the region, but in the past, this role, due to lack of attention or perhaps interest, has tended to have been taken on by others.

3.3.1.1 **Recommendations:**

28 - Review the need for additional CH management planners for the near term.

Management planning will definitely need the one historic park planner position currently in staffing. The TF feels that additional strength will be required to address current and near-term priorities in CH and to achieve core capability (see Appendix E for specific recommendations).

29 - Management planning to assume its full responsibilities in CH.

Regional management planning should take immediate steps to assume its responsibilities in the CH field dealing with initiating land acquisition work following approved HSMBC recommendations; cost-sharing agreements following same; innovative approaches for achieving CH priorities in cooperation with provincial agencies, NGOs, etc. Generally, planning needs to be explicitly future-oriented to adequately fulfil its responsibilities for cultural heritage.

30 - Prepare management plans for operational national historic sites in national parks.

This should be carried out for Banff and Revelstoke/ Glacier within 3 to 5 years. For South Moresby, the park management planning program to get underway will determine schedules.

31 - Region to develop a priorized action plan for potential new NHS.

Endorsed by program headquarters, this would outline strategies and priorities for the development of potential national historic sites. This would assist region in effectively managing the workload entailed.

This plan would include all currently identified sites recommended by the Board requiring action, including the historic ranch in Alberta (BAR-U is preferred), Gulf of Georgia Cannery, Prairie Settlement (Sterling), Medalta Potteries, Cluny Earthlodge Village, McLean Mill, Kitselas Canyon and the St. Roch. The plan would be reviewed and updated annually thereafter.

3.3.2 NHP Systems Plan Priorities:

In order that western region can meet its obligations to have a more balanced heritage program of site-based activity, meaning more attention to cultural heritage, a number of thematic areas of the National Historic Parks Systems Plan have been identified as likely subject areas where the region will have future obligations. Several sites within these subject areas have already been declared of national historic significance, and action by the region has commenced. Other areas have only begun to be considered, and as noted below, more energy should be devoted to them.

3.3.2.1 Recommendations:

32 - Acquire or protect sites representing Native culture, forestry, ranching, Prairie settlement and oil and gas.

Region in conjunction with program headquarters, and following the appropriate recommendations and approval of HSMBC declaration of nationally significant historic places, should acquire or otherwise ensure perpetual protection of sites as noted.

Action is already underway with respect to acquiring an historic ranch (BAR-U) and developing a cost-sharing agreement with respect to the forestry theme (McLean Mill). The TF views this as a long term goal, to be fully achieved by the year 2000.

Native cultures of Canada are becoming more interested in documenting their past. They view national parks and sites as land areas containing significant parts of their traditional homelands. Archaeological remains and sacred areas associated with Native culture and worthy of both protection and interpretation are present within the boundaries of many parks. Again, the theme of nature, spiritual renewal and man is important to Native groups.

The archaeologist regards the Native site component of national parks and sites from a culture area concept. The culture area concept assumes a direct relationship between environment and human habitation. For British Columbia and Alberta the primary culture areas are the Northwest Coast, the Interior Plateau, the Plains/Mountains (Cordillera), the Plains and the Boreal Forest. Based on this perspective the management approach is to develop specialization in these areas. Common questions to be addressed include:

1) How does a given park relate to these culture areas and to the actual cultural core of a culture area?

2) What traditional Native groups and archaeologically definable groups are/were located within a given park?

3) What land use patterns are present and how can we protect archaeological components of this land use pattern?

33 - Identify Native culture areas in national parks and sites and determine their representiveness and significance.

34 - The culture area concept, in addition to natural resource considerations, should be used in establishment of new national parks.

Headquarters national parks systems planning should be approached by region in this respect, to further the cause of preserving representative portions of Native culture areas.

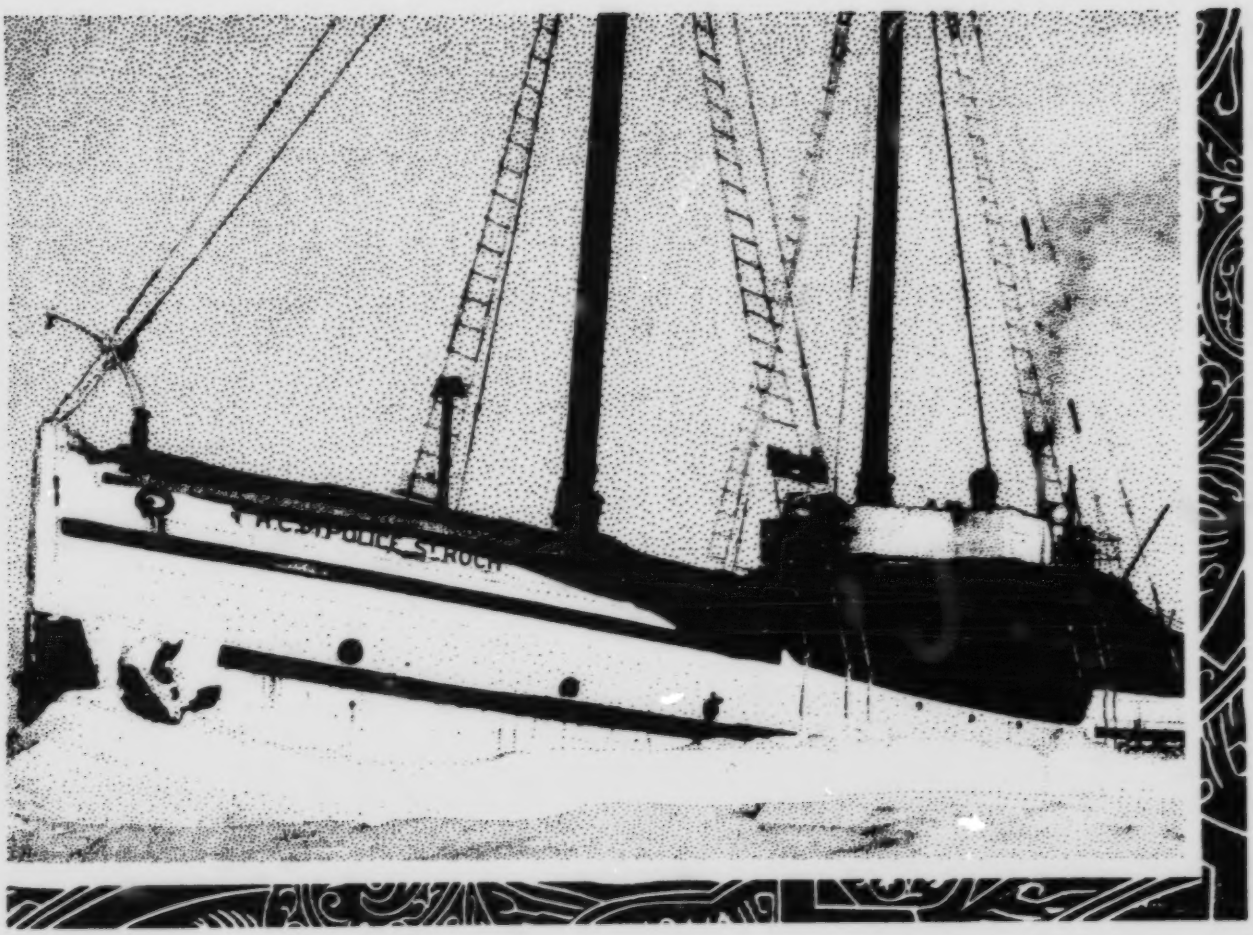
35 - Consult with Natives in the management of traditional cultural and natural resources in parks and sites.

A specific initiative in this regard would be BNP and WLNP superintendents and WRO staff to meet with south-western Alberta Native Cultural Centre leaders and other individuals concerning areas of traditional cultural activity in the two national parks.

The objective would be to provide special management of said areas by park resource conservation, and to otherwise provide for their appropriate treatment in ways which recognize their cultural significance and continued use for traditional purposes.

If possible, designation of these areas should be recognized by appropriate Native ceremonials and formal government agreements of benefit to both the bands and the CPS.

Follow this initiative by continuing this approach with other bands adjacent to other national parks in Alberta and British Columbia in future years, on a regular, case-by-case basis.



R.C.M.P. patrol vessel St. Roch icebound in the Northwest Passage, early 1940's.
Source: WRO Interpretation

4.0
Program Delivery

The fruits of knowledge and understanding of our cultural heritage are translated by the CPS into actions "on the ground" - which is what we mean by program delivery. What must be done to ensure that we are adequately managing our cultural heritage resources? How can we interpret Canadian history to the widest possible audiences in ways which are faithful to historical truth, in ways which are exciting and stimulating, and in ways which do not impair the integrity of cultural resources now and for future generations? How can we achieve better means of representing the significant themes of Canadian history in times of increasing demands on limited human and financial resources? Finally, what kinds of things should WR do to raise the profile of cultural heritage - both internally among our staff and externally, with our constituency?

4.1 Cultural Resource Protection Requirements.

Weaknesses exist at most sites and parks to fully meet resource monitoring, protection and management responsibilities. Built heritage, including both original and reproduction structures, are not receiving adequate attention in ongoing care, maintenance and stabilization due to lack of trained field staff and a deficiency in regional ability to guide and support the field. Knowledge concerning archaeological resources is lacking in the field, putting the protection of these resources at risk, while on the other hand, regional archaeology capability is not sufficient to meet the growing demands generated by operational requirements. Collections management and curatorial requirements are not being fully met and a backlog of conservation requirements exists.

These weaknesses are primarily due to a lack of person-year content dedicated specifically to cultural resource functions, and the absence of a resource management plan process that integrates and addresses requirements for both natural and cultural resource protection (see Appendix E for specific organizational recommendations).

4.1.1 Recommendations:

36 - Within 5 years develop and implement an integrated resource management plan for each site and park in the region.

This plan would provide for an integrated protection, conservation and maintenance framework for CH resource collections, archaeological sites/resources, built heritage, historic landscapes, archival materials and natural resources.

37 - Determine if the natural resource management plan process can include cultural resources.

The existing natural resource management planning process should be closely reviewed for adaptation for both types of resources, to avoid unnecessary duplication and wasted effort.

38 - All field locations should acquire cultural heritage resource protection capability as soon as possible.

Specifically, each national park and site should obtain cultural resource protection capability. Appendix E contains specifics on what is required for the field.

39 - Address requirements in restoration architecture and curatorial services (see Appendix E).

40 - Determine need for amendments to the National Parks Act for adequate protection of cultural heritage resources in the CPS system.

41 - Carry out a detailed conservation requirements study.

The object would be to recommend whether HRC should expand to full in-house capability for regional conservation requirements, based on the existing and predicted future workload associated with national historic sites activity. The study findings should be subjected to cost-benefit analysis to determine whether the economics of doing this in-house are merited, or

whether expansion of existing arrangements at P&NRO and HQ is indicated.

42 - Solve problems with prolonged turn-around time for artifact conservation done for WR by P&NRO and PHQ.

Current frustrations concerning this issue in both the field and regional office should be addressed by regional management on a priority basis.

43 - National parks to have responsibility for HSMBC plaques within their boundaries.

Annual maintenance and record-keeping chores for plaques should be the responsibility of the park involved. The relevant national historic site area superintendent would continue to be responsible for coordinating these tasks on an area basis.

4.2 Marketing and Presentation.

Imparting the story of Canada's cultural heritage, and instilling interest in our heritage, involve an active marketing program and innovative interpretation. The WR needs to spend more time promoting and making people aware of the cultural heritage resources they can visit. Often we assume that visitors will just come. Little in the way of specific marketing research or aggressive promotion has been done. Even our directional signage is weak.

Once visitors arrive, effort is required to develop new and innovative ways of telling the story, making history relevant to the present day and involving visitors in hands-on interpretive experiences at our sites and parks so that they will return to visit often, bring their friends and relatives and develop a personal commitment to heritage conservation. If western region could "maximize the potential" of just a fraction of its cultural resources, this would go a significant way towards raising the profile.

At the same time we must be careful to preserve those types of experiences visitors have come to expect from CPS. For example, external contacts reveal that our period animation programs are generally regarded as something which CPS does better than anyone else. Many people view parks as a way to

escape into another time period or to escape into a natural setting away from the increasingly stressful environment of modern industrial society.

Increasing environmental awareness among the public is resulting in greater interest in landscape, landscape evolution and changing land use practices. This interest is based in spirit, in science, in nature and in the productive and enjoyable use of leisure time. The public is interested in understanding parks and sites from an integrated, ecological (natural/cultural) perspective. The Service should take advantage of this trend and interest and tailor interpretive programs accordingly. An example of what the TF means in this regard is given in Appendix F.

4.2.1 Recommendations:

44 - Interpretation to pay more attention to the context of man-land relationships.

This applies equally to sites and parks, and would improve the quality of interpretive programs.

45 - Investigate new and innovative ways of presenting history.

Regional interpretation, with program headquarters support and encouragement, should seek new ways of making history come alive to visitors and making it relevant, and new ways of getting the message out to potential visitors.

46 - Address current capability gaps in the interpretive organization to deal with cultural heritage (see Appendix E).

47 - Change the format and promotion of HSMB ceremonies to increase visibility and public attendance.

48 - Undertake market research in CH.

As indicated earlier, existing market studies fail to provide specific guidance about the kinds of audiences the CPS attracts or could attract for our CH programs.

Targeted market studies are required to enable the region to better tailor our products to our constituency, and to help guide us in new directions to better adapt ourselves to changing markets.

49 - Publish brochures and maps showing HSMB plaque locations and other related attractions.

This could be done from the park or regional level, and should be done on a tourism area basis. Cooperating associations or other CH agencies should be approached for co-publishing possibilities.

50 - Investigate having medallions with HSMB plaques, for making impressions.

This would be analagous to the passport program for park visit promotion. The support of PHQ and the Board is a prior requirement for proceeding with this recommendation.

51 - Develop CH programs for elementary and secondary school groups.

This would include media and on-site interpretive events related to the CPS mandate, and specifically designed for these groups.

52 - Devote more national park interpretation programming to man-land relationships.

The TF has identified many opportunities to raise the CH profile in national parks - an obvious way would be to devote more effort to Native culture manifestations in the parks. A minimum of 20% to CH programming was suggested in the WR planning forum.

53 - Establish a Native interpreter program.

This could be carried out in conjunction with PSC and Indian Affairs on a trial basis at an appropriate park or site to interpret Native cultural history themes. Following evaluation, adopt this program at other sites on a continuing basis.

Generally, we should consult with Native cultural centres and other Native leaders and individuals in the development of interpretive programs which deal with Native culture from prehistoric time to the present.

54 - Cross-adopt a park.

Neighbouring national parks and national historic sites should cross-adopt for mutual benefit, marketing and increasing visitation. Each park would then cooperate in developing public display(s) and publicity advertising the "sister park".

55 - All research reports to include a story-line component.

This would be helpful in disseminating information to the public for use by information or interpretation staff for "getting the message out". Greater emphasis should be placed on publishing the results of research projects carried out by CPS, and greater emphasis on the review of such research for adaptation to popular media. Specific projects with cooperating associations to publish material adaptable for public consumption should be carried out.

56 - Develop media for common cultural heritage themes.

Such media could include videos, films, co-operating association-produced media for sale, etc. which may be used at several different parks and sites, which will tend to emphasize thematic or subject-area linkages between parks and sites in the mind of the public, as well as helping to avoid duplication of interpretive programs at the several CPS facilities.

4.3 Options for Representing Canadian History.

Traditionally, in its "highest form of recognition", the Government of Canada commemorates those nationally significant historic places, events or persons so declared by the Historic Sites and Monuments Board of Canada through acquisition of property and its subsequent unilateral development and operation by the CPS as a national historic site. The most common form of commemoration, however, is through the erection of a HSMBC plaque at or near the location of

national significance or associated with a person of such importance. Finally, cost-sharing agreements between Canada and non-profit organizations are occasionally entered into, involving a nationally significant heritage property, such agreements contributing to the preservation of such properties for the general benefit of present and future generations.

In view of the increasingly severe budgetary squeeze, likely to be a fact of life for governments for the foreseeable future, new ways of preserving and presenting cultural heritage must be examined by the CPS. Even with the budgetary problems with us, we urge that certain initiatives be taken of the "traditional" variety.

4.3.0.1 Recommendations:

57 - Acquire an historic Alberta ranch.

The BAR-U is the preferred site. Put priority on the use of discretionary funds, or obtain new funds, to this objective in the immediate future. In the longer term, develop this site as a fully operated, high profile Alberta national historic site.

4.3.1 Co-operative Ventures:

Partnerships and co-operative ventures are being pursued by all types of organizations. There will be increasing emphasis on joint ventures and mutual support between heritage agencies due to shrinking budgets and increased costs of preserving heritage resources. In the final analysis, the public is generally less concerned about who is doing the work than that it is done in ways appropriate to community and resource concerns.

Two past cooperative ventures entered into by the region are good examples of what should be increasingly done in the future: "Past Perfect", a trip planner produced in cooperation with Alberta Culture; and the S.S. Moyie - an historic paddle-wheeler at Kaslo, B. C. wherein local societies and individuals were the driving force, with CPS financial and restoration expertise.

Allowing and encouraging others to have a greater role in our sites will require study and shifts in attitude. Alternate

means of funding, joint ventures, partnerships and contracting or leasing to deliver services and operations is a valid concept; it is not new in federal government operations. However, these methods of doing business and delivering services must be based on sound assessment and truly cost-effective and value-added results.

It is suggested that a thorough study is required to ascertain what operational components are valid "external deliverables" and which ones must remain under CPS controls. At the same time, we should closely examine our current service delivery programs within a context of strategic direction of new priorities and existing resource levels to determine what hard choices need to be made in terms of continuing our current approaches - whether in-house or by external means.

A system that is flexible and appropriate for each site may be the best approach to determine types and amounts of partnerships/external involvements. Operations such as presentation, fee-collection and contemporary maintenance have been suggested and even tested in the recent past for external involvement, while resource protection, regulation enforcement and period maintenance are often considered sacrosanct. These approaches are offered only as broad outlines to what in reality is a complex issue.

4.3.1.1 Recommendations:

58 - Assess increased third party involvement in parks and sites.

The task force feels that the entire issue of more involvement by external parties in our operations, whether they are other governments, corporations, societies, community groups, contractors or individuals, is a key and important initiative that must be given very high priority for assessment and implementation.

Both parks and sites should undertake this assessment and it should be approached not only with caution but with an eye to flexibility for the future, consistency with the quality and standards provided at operations that are and will remain entirely CPS-controlled, and assurances that a CPS presence and image is forefront at each operation. To deliver on these prerequisites represents the essential challenge.

59 - Examine current service delivery programs.

In conjunction with the above-noted assessment there needs to be a hard examination of our current service delivery programs in the context of evolving strategic direction, under the assumption that new resources coming into our programs from outside the region will be minimal at best.

In order to meet new direction we will need to reallocate existing resources - and a start to that end will be a dispassionate examination by parks and sites of their existing programs and reviewing them in terms of "essential service for complete control by CPS" at the top, down to "service not recommended for continuation by either CPS or third party", along with a calculation of cost-savings in human and financial resources for all categories. Consideration should also be given to extending this examination to regional office activities.

60 - Develop and operate Gulf of Georgia Cannery NHS.

In cooperation with local NGOs, the municipal government, provincial government and the private sector, develop the Gulf of Georgia Cannery as a high-profile "cooperative national historic site".

61 - Develop a proposal for cooperative planning and development of Cluny Earthlodge NHS.

Conduct meetings with Alberta Culture and the Blackfoot to assess the feasibility of research and development at the Cluny Earthlodge National Historic Site, including the Treaty #7/Blackfoot Crossing area, in conjunction with other Blackfoot initiatives in economic tourism development on the reserve. Develop a proposal for the level of CPS involvement for approval of senior management.

62 - Negotiate a cooperative agreement for planning and development of Kitselas Canyon NHS.

Conduct negotiations with the Kitselas Band Council for a cooperative agreement pertaining to Kitselas Canyon in

terms of research requirements and Native involvement in the planning, development and operation of the resultant national historic site.

4.3.2 Regional or Eco-musée Concept:

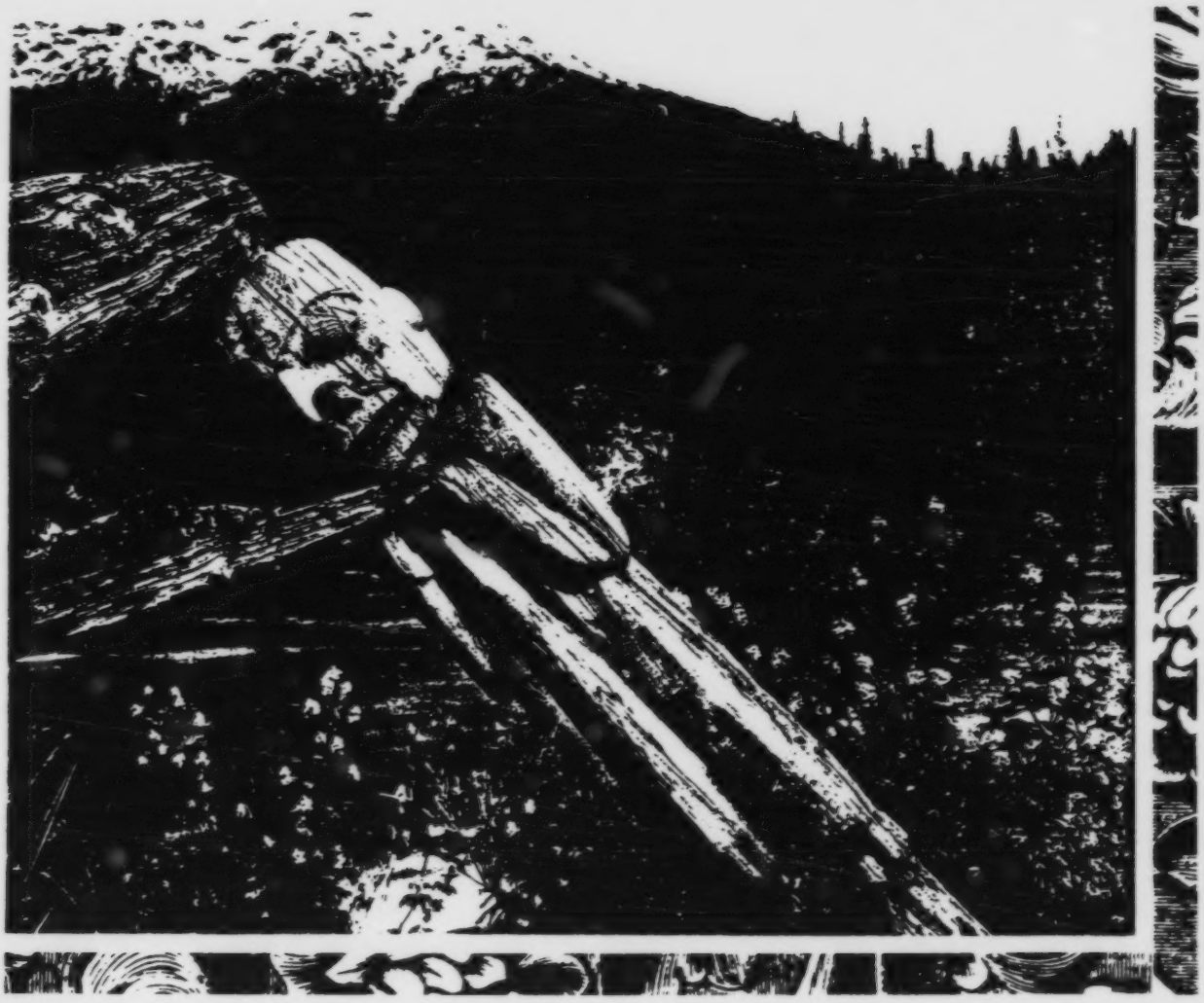
The idea of putting history and culture in context with the present day life of a community is popular. The eco-musée approach involves promotion and linking of regionally-based attractions as a cultural experience package. This approach depends on involvement and support of local people, and may require some attitude changes on CPS' part to pursue to successful completion. It requires combining delivery of a number of varied cultural products (in the broad sense), by bringing various community groups together in a collaborative venture.

The eco-musée concept is being experimented with in the Cowichan Valley area of Vancouver Island and the Crowsnest Pass in southern Alberta.

4.3.2.1 Recommendations:

63 - Investigate participation in eco-musée projects.

Region should be open to participation in regional or eco-musée projects in Alberta or B. C. with priority directed to one of the declared but unimplemented site actions representing a priority theme in the National Historic Parks Systems Plan.



Kitselas house pole, 1926.
Source: National Museums of Canada

5.0
Conclusions

5.1 Recommendations According to the Strategic Plan.

All task force recommendations are presented below, in a straight sequence from recommendation #1 through #63. Within the following table, each recommendation is keyed to the appropriate strategic plan theme and objective. In addition, recommendations are identified according to a time frame and cost categorization as explained following. We next separate out those recommendations which deal primarily with attitude change, but which would provide a visible commitment to raising the profile, at relatively low cost.

Time Frame Categories:

A - highly visible, show commitment to the strategic objective; can be delivered within 8 - 12 months

B - fundamentally important; can be completed within 5 years

C - will become important within 5 - 10 years

D - will become important within 10 years

Cost Categories:

A - no cost, or minimal cost, as defined by: no new py's, but possible short-term reallocation; within existing signing authority of an RCM; non-recurring.

B - moderate cost as defined by: within delegation of RDG; short-term (2-3 years) py's (from overprogramming) for a period not to exceed 3 years.

C - substantial cost as defined by: significant recurring costs; beyond RDG delegation; permanent py's required.

Note: Recommendations which fall into one of the above categories meet one or more of the criteria noted, but not necessarily all of them.

5.1.1 Task Force Recommendations in Number Order:

Recommendation	Strategic Objective	Time Frame	Cost
1 - Inventory historic buildings	3.1.2	B	B
2- Inventory historic archaeological sites	3.1.2	B	B
3 - Prehistoric site inventory	3.1.2	B	B
4 - Archival records inventory	3.1.2	B	B
5 - Completion of cataloguing	3.1.2	B	B
6 - Core staff for CRM	3.1.2	B	C
7 - CH workplans	3.2.1	A	A
8 - Actively promote applied research	3.1.2	A	A
9 - Facilitate unsolicited research	3.1.2	A	A
10 - Determine knowledge/ability req'ts.	3.1.2	A	A
11 - Develop training programs	3.1.1	B	B
12 - Staff exchanges, pilot program	3.2.1	A	B
13 - Encourage staff partic. in conferences	3.4.4	A	B
14 - Take active/interest role in CH matters	3.1.3	A	A
15 - Review/upgrade NHS superintendent PAS	3.4.5	A	C
16 - Regional strategic direction for CH	3.1.3	A	A
17 - Review CH directives	3.6.1	A	A
18 - New regional CH organization	3.1.3	B	B
19 - Chief of archaeology at HR-04 level	3.1.3	A	C
20 - Include CH in orientation programs	3.2.1	B	B
21 - CH info for articles and fillers	3.2.1	A	A
22 - CH objects for office decor	3.2.1	A	A
23 - List of CH staff/expertise to field	3.1.3	A	A
24 - Designate liaison responsibilities	3.5.2	A	A
25 - Senior regional presence in B.C.	3.5.2	A	B
26 - CPS-wide discipline conferences	3.1.2	B	C
27 - Improve internal communications	3.4.1	A	A
28 - Core staff for CH management planning	3.1.2	B	C
29 - Management planning to take charge	3.1.3	A	A
30 - Mgt.plans for operational NHS in NP's	3.1.3	B	B
31 - Priorized plan for potential new NHS	3.1.3	A	A
32 - Implement current HSMB recs	3.1.3	D	C
33 - Assess Native culture areas prks/sites	3.2.2	B	B
34 - Culture area concept in N.P. decisions	3.2.2	B	C
35 - Consult Natives - traditional use areas	3.5.2	A	A
36 - Develop resource management plans	3.1.3	B	B
37 - Use natural resource plan process	3.6.1	B	A
38 - Field CH resource protect. capability	3.1.4	B	C
39 - Core staff for HRC/rest. architect.	3.1.2	B	C
40 - Examine NPA amendments for CH protect.	3.1.4	A	A
41 - Conservation requirements study	3.1.4	B	A
42 - Solve delays in conservation	3.6.1	A	A
43 - Resp. for HSMB plaques in NP's	3.6.1	A	A

44 - Interpret man-land relationships	3.2.2	B	B
45 - Investigate innovative interp.	3.2.1	A	A
46 - Core staff in CH interpretation	3.2.1	A	C
47 - Change HSMB ceremony format	3.2.1	A	A
48 - Conduct CH marketing studies	3.2.2	B	B
49 - Publish brochures re CH attractions	3.2.1	B	B
50 - Medallions for HSMB plaques	3.2.1	B	C
51 - CH programs for school groups	3.2.2	B	B
52 - 20% CH interp. programming in NP's	3.2.2	A	B
53 - Consult Native groups re interp.	3.5.2	A	B
54 - Adopt a park	3.2.1	A	A
55 - Interp-friendly research reports	3.2.1	A	A
56 - Identify CH theme linkages	3.2.2	B	B
57 - Acquire and develop historic ranch	3.2.1	B	C
58 - Involve external groups in operations	3.5.2	B	B
59 - Assess service delivery programs	3.3.2	A	A
60 - Cooperatively develop Gulf of Georgia	3.5.2	B	C
61 - Cooperative plan/dev. Cluny NHS	3.5.2	B	C
62 - Cooperative dev./op for Kitselas Canyon	3.5.2	B	C
63 - Consider partic.in eco-musée projects	3.5.2	B	C

5.1.2 Attitude Changes.

Once this report and recommendations are accepted by RMC, an implementation commitment will be required to achieve the objectives of raising the profile of cultural heritage in western region and fulfilling Strategic Plan direction. The task force feels that a major component of raising the profile will be a positive, conscious attitude on the part of all regional managers to give greater emphasis to cultural heritage matters than has been customary, and to automatically keep cultural heritage in mind when considering current and planned regional programs. As a way of assisting these attitude changes, we list below those recommendations which deal primarily with attitudes. The adoption of these recommendations would not involve significant resource use.

It may be desirable to devote priority to them in an effort to demonstrate the region's commitment to raising the profile and at the same time, showing relatively immediate results. These recommendations conform to category A of both time and cost in the preceding chart.

Task Force Recommendations Concerning Attitudes:

8 - Encourage applied research for CPS needs.
9 - Facilitate unsolicited research in parks/sites.

13 - Pilot program of staff exchanges, between national parks and historic sites.
14 - Encourage conference attendance and participation in professional societies.
15 - Senior management to take an active and interested role in CH matters.
17 - Regional leadership to provide coordinated, strategic direction to CH disciplines.
23 - Use CH objects for office decor.
25 - Designate formal liaison responsibilities for CH.
28 - Improve internal communications.
30 - Management planning to assume its full responsibilities in CH.
36 - Consult with Native groups, leaders and individuals regarding management of traditional use areas in parks and sites.
44 - National parks to have responsibility for routine maintenance and record-keeping for HSMBC plaques within their boundaries.
55 - Cross-adopt a park.

5.2 Action Plan.

While the setting of overall priorities for implementing the Strategic Plan directions will be an exercise of the regional management committee, the task force offers the following suggestions, which distill what we feel are the key recommendations of the report:

1 - Place high priority on changing attitudes concerning cultural heritage matters, by adopting the recommendations noted above: **Section 5.1.2.**

2 - "Publicize" regional priority in CH by announcing that that the top regional priority will be the acquisition and development of an historic ranch site in Alberta (preferably the BAR-U) - destined to be operated as a major national historic site. **TF Rec. #58.**

3 - Formally commit the region to achieving core capability in the cultural heritage disciplines in the field and regional office within five years, and to more effectively organize staff in the regional office to achieve CH objectives in a coordinated, resource management mode. **TF Recs. #6,7,12,17,19,20,29,30,39,40, 47 and Appendix E.**

4 - Demonstrate a pro-active approach in two emerging priority trends: eco-musée/cooperative planning and development and Native culture programming, by pursuing directions noted: **TF Recs. #34,36,54,5[illegible],61,62,63 and 64.**

5 - With no. 4 above, carry out the two assessments regarding third party involvement and service delivery programs. **TF Recs. #58 and 59.**

6 - Appoint a cultural heritage implementation action group as soon as possible after this report is accepted by RMC.

The requirements of such a group will be: 1) to set a strong and decisive course of action for the implementation of the recommendations in this report; 2) to study in detail financial and human resources reallocation and regional/field reorganization implications as related to direction set out in this report; and 3) to develop options for action.

It is suggested that the makeup of the committee consist of two historic site superintendents, two national park superintendents and the Directors of Operations and Program Planning and Development.

Recreating the past at Fort Langley
National Historic Park.
Source: WRO Interpretation

APPENDIX A

TERMS OF REFERENCE

CULTURAL HERITAGE TASK FORCE

TERMS OF REFERENCE

RAISING THE PROFILE OF CULTURAL HERITAGE

CANADIAN PARKS SERVICE - WESTERN REGION

Background.

For years, a program priority for Western Region has been to increase its profile in the field of cultural heritage and to achieve a better balance between it and the region's other primary activity, natural heritage. Despite this priority, however, natural heritage continues to receive overwhelming attention in the region's business. This relative inattention to cultural heritage results in less than desirable energy and capability at the field level - historic sites and national parks - and in the functional areas involved: historical and archaeological research, historic resource conservation, interpretation, restoration architecture and engineering, and historic site management/activity planning. By a process of negative reinforcement, this affects the ability of region to attract highly qualified staff; tends to promote over reliance on "others" to do the job which is rightly region's; and maintains a continuing sense of lower importance for cultural heritage activity. Finally, a low priority for cultural heritage contributes to morale problems among staff in national historic sites and in the regional office's cultural disciplines. Most seriously, low priority for cultural heritage results in threats and damage by neglect to those cultural resources the Parks Service is mandated to protect.

Due to the recently initiated regional strategic planning processes, there is a renewed emphasis on cultural heritage and the need to set clear, forceful direction for increasing its profile in the short to medium term. At the October, 1989 RMC, creation of a Task Force on "cultural resource protection" was confirmed.

[Note: "Cultural heritage", for the purposes of these TOR, is largely derived from the draft Part III CPS Policy pertaining to cultural resources management (CRM) - and means evidence of human work, or a place that gives evidence of human activity or has spiritual significance, and that has been deemed to be of historic value. Cultural heritage resources are distinguished from other resources by their assigned historic value. In the CPS, this means all cultural resources in its custody, including but not limited to cultural landscapes and landscape features, archaeological sites and artifacts, heritage buildings or remains of same, archival photographs and documents, and engineering works.]

.../2

The objective for the Task Force is to describe the current status of the Western Region's cultural heritage activity, including the shortfalls or gaps which currently exist; recommend how to address the identified shortfalls; recommend steps to increase the cultural heritage profile in the region for the short, medium and long term.

Division of Work.

Due to the nature of this task force and the time allotted to complete its work, the results will be necessarily broad brush, setting out general direction and recommended actions. It is likely that certain recommendations of the task force will result in the need for detailed studies to be carried out at a later date.

We envisage two primary work phases, as described below:

1. **Data-gathering and analysis:**

   Data-gathering during the initial month or so of the TF's work will provide the basic facts to obtain a snapshot of WR's current status and capability in cultural resource management (CRM) and specifically, in the cultural heritage disciplines in the region and in the parks. Brief summaries of financial and human resources devoted to cultural heritage in management, operations, archaeology, historic resource conservation, cultural interpretation, park management and activity planning, and restoration architecture & engineering will be provided, including a comparison of Western Region's resources in these fields to those in the rest of the program. This phase will identify the key issues facing the region in the field of CRM. In addition, information will be obtained to determine trends and emphasis in the cultural disciplines, and public perceptions concerning cultural heritage importance and how that heritage should be presented. Coupled with this will be analysis of government and program policy trends and how these are expected to influence the region's business.

   > The above information will be used to determine the extent to which WR is able to meet its current responsibilities in cultural heritage based on the NP Act, Historic Sites and Monuments Act, CPS Policy, Historic Sites & Monuments Board of Canada recommendations pertaining to WR, Federal Heritage Building policy, heritage railway stations, approved park management plans and other current and evolving program direction. In addition, the task force will obtain internal and external views and perceptions concerning WR's capabilities in cultural heritage and perceptions concerning what the region should be doing.

.../3

> Based on the analysis of these two sets of data, a summary of region's strengths and weaknesses in terms of cultural heritage identification, protection and presentation will be provided.

> Using existing literature and based on information obtained from interviews and discussions inside and outside the organization, the TF will outline scenarios concerning cultural heritage trends. Care will be taken to ensure that outside agencies and individuals understand what the CPS' mandate is - both to avoid creating the perception we are impinging on others' territories, and to better focus discussion towards the TF's objectives.

> Trends emerging in Alberta and British Columbia with respect to provincial cultural resource programs will be examined, and their potential effects on Western Region's programs will be explained.

> Federal government policy trends, specifically those within the department, will be summarized and the linkages to the region's cultural heritage business will be reviewed.

Specific products:

-- copies of questionnaires and standard correspondence used to elicit information pertaining to phase 1

-- tables and charts indicating financial and human resources allocated to the region's cultural heritage activity; this will be contrasted to the resources devoted to natural resource activity

-- pie chart or graph illustrating region's CFT p.y. resources in cultural heritage compared to the other regions and program headquarters

-- summary of perceptions from outside the region concerning our efforts in cultural heritage will be provided - based on interviews and input obtained by the TF from staff and non-CPS organizations and individuals

-- identification of the gaps in region's ability to meet its obligations in cultural resource management, and related to that, the primary issues currently facing the region in the field of cultural heritage

.../4

2. **Recommendations.**

This phase of the work will concentrate on what region must do to attain the recommended future position in cultural heritage in the short to mid-term, and what steps are required to meet the ideal status for cultural heritage in the longer term future. This phase of the work will result in a report providing a series of recommendations as noted below.

Specific products:

-- Current capability gaps will be considered a priority for action. The report will describe the alternatives available for addressing the requirements and estimate the costs involved.

-- In order to achieve an adequate capability for the mid-1990s position, and a better balance in terms of cultural heritage protection and presentation, the task force will outline organizational, staffing and financial resource requirements as well as possible alternatives to traditional site acquisition and development.

-- An examination of emerging policy and direction in cultural heritage from governmental and non-governmental perspectives, to provide direction for the future position of the region in the mid-to-late 1990s. We envisage two basic sets of recommendations: the realizable, short term objectives and the ideal, long term objectives, which we feel will be realizable, but of necessity, phased in over several years from the mid-to-late 1990s.

-- Increasing the profile requires more than additional resources; it requires new and innovative ways of increasing the value of cultural heritage in the public perception and thereby, increasing public support for the CPS' cultural heritage program. Some ideas to this end will be presented.

-- An executive summary and wrap-up will complete the task force's written products.

Task Force Organization & Schedule.

A four person task force will begin work in mid-January, 1990, with the final report completed by the end of the 1989/90 fiscal year. Some of the specific products obtained during data-gathering and analysis will be made available earlier in the process.

.../5

The task force proper is composed of four members, including the Chair, Jervis Swannack, and members Dave Biederman, Daryl Fedje and Alison Manley. The TF will have an advisory committee composed of Dave Day, Dave Street, Max Sutherland, Cornell Wynnobel and Bill Yeo.

Study Process.

A series of internal and external interviews and meetings will be conducted by the task force as a whole, or by individual members, to obtain information pertaining to issues, trends and perceptions of current capabilities. A standardized questionnaire will be developed to obtain resourcing information internally, and letters provided to outside contacts prior to a meeting. Meetings are contemplated with counterparts in the Alberta and British Columbia governments, regional disciplines, key historians and archaeologists in each province, amateur society representatives if possible, National Historic Parks & Sites Directorate and key staff in program headquarters, and possibly, Museum of Civilization and Heritage Canada officers.

Approvals.

(original signed by)

Sandra B. M. Davis
Director General
Western Region

(original signed by)

Jervis D. Swannack, Chair
Cultural Heritage Task Force

Date: (15/02/90)

APPENDIX B

LIST OF EXTERNAL MEETING PARTICIPANTS

EXAMPLE OF LETTER SENT TO EXTERNAL MEETING PARTICIPANTS

LIST OF EXTERNAL MEETING PARTICIPANTS

Brian Apland
Director, Archaeology
& Outdoor Recreation Branch
Ministry of Municipal Affairs, Recreation and Culture
Province of British Columbia

Dr. Bill Barkley
Director,
Royal British Columbia Museum
Victoria, B.C.

Dr. Bill Bryne
Assistant Deputy Minister,
Alberta Culture and Multiculturalism

Colin Campbell
Director, Heritage Conservation Branch
Ministry of Municipal Affairs, Recreation and Culture
Province of British Columbia

Wayne Carter
Director, Heritage Properties Branch
Ministry of Municipal Affairs, Recreation and Culture
Province of British Columbia

Trudy Cowan
Alberta Representative
Historic Sites and Monuments Board of Canada

Doug Franklin
Director, Government Relations
Heritage Canada

Dr. Gay Frederick
Chief of Human History
Royal British Columbia Museum
Victoria, B.C.

Dr. Richard Inglis
Curator of Anthropology
Royal British Columbia Museum
Victoria, B.C.

Dr. Robert Janes
Director, Glenbow Museum
Calgary Alberta

Keith Lapatak
Saddle Lake Cultural Centre
Saddle Lake, Alberta

Rick Lemon
Director, Tourism Services
Ministry of Tourism and Provincial Secretary
Province of British Columbia

Walter Lightning
Maskwachees Cultural College
Hobbema, Alberta

Dr. Michael McMordie
Professor of Architecture,
Faculty of Environmental Design
University of Calgary

Judith Moses
Manager, Social Policy
Ministry of Native Affairs
Province of British Columbia

Dr. Frits Pannekoek
Director, Historic Sites Service
Alberta Culture

Mark Rasmussen
Manager of Divisional Operations
Historical Resources Division
Alberta Culture

Alex Redcrow
Cultural Director, Beaver Lake,
Lac La Biche, Alberta

Dr. Brian Reeves
Department of Archaeology
University of Calgary

Dr. Mike Robinson
Director, Arctic Institute of North America
University of Calgary

Melinda Seyler
Hallmark Society
Victoria, B.C.

Dr. Bjorn Simonsen
Bastion Group Heritage Consultants
Victoria, B.C.

Bryan Yellow Horn
Brocket, Alberta

Sent to CC's - 8 Jan 90

Environment Canada | Environnement Canada
Canadian Parks Service | Service canadien des parcs

103 - 267 West Esplanade
North Vancouver, B. C.
V7M 1A5

5 March 1990

BY PRIORITY MAIL

Our file / Notre référence

Your file / Votre référence C1165-158

Dr. Gay Frederick
Chief of Human History
Royal British Columbia Museum
VICTORIA, B.C.
V8V 1X4

Re: Cultural Heritage Task Force.

Dear Dr. Frederick:

I am delighted you will be joining us at 9:30 AM on March 9th at the administration offices, Fort Rodd Hill National Historic Park, to discuss cultural heritage issues of concern to the Western Region of the Canadian Parks Service. Our Regional Director General, Sandra Davis, has established this task force to recommend ways in which the profile of cultural heritage activity in the Western Region can be raised. For your information, I am attaching the terms of reference for the task force.

As part of our work, we are soliciting input from the public, professionals in the cultural heritage disciplines, special interest groups in this field, as well as making contact with Alberta and British Columbia governmental agencies which are directly involved in heritage programs. The objective in this regard is to get an idea of current perceptions about how the Western Region of the CPS is meeting its obligations in cultural heritage, as well as obtaining views about "the future" of cultural heritage activity and emphasis. The idea, of course, is to position the region for the future challenges and not get caught napping.

In terms of input we are hoping to obtain, some of the topics we would like your views on are:

-- our region's successful efforts in cultural heritage as well its problem areas and what we should be doing to correct them;

-- what are likely future opportunities and responsibilities in cultural heritage that you perceive for the Canadian Parks Service in the West? What is your vision about future research emphases, new trends in interpretation or presentation, changing markets and new opportunities to be addressed over the next 5-10 years?

.../2

-- what opportunities do you see for the Parks Service to develop and "market" cultural heritage - through new initiatives, adding to our existing fully-operated parks, joint or other co-operative ventures, etc.?

No doubt, we will cover other ground too, but the preceding will give a general idea of what we are looking for. I certainly appreciate you taking the time to join us.

Sincerely yours,

Jervis D. Swannack, Chair
Cultural Heritage Task Force
Western Region

cc: Sandra B. M. Davis,
Director General
Western Region

TF Members:
Alison Manley - WRO
Daryl Fedje - WRO
Dave Biederman - Fort Rodd Hill

attach.

APPENDIX C

RESOURCING DATA

EXAMPLE OF REQUEST FOR INFORMATION/QUESTIONNAIRES SENT TO PARKS

RESULTS OF PARK QUESTIONNAIRES

[1]

I N T E R O F F I C E M E M O R A N D U M

Date: 18-Dec-1989 03:02am PST
From: Jervis Swannack
SWANNACKJ
Dept: West Coast Co-ordination
Tel No: (604) 666-1280

TO: See Below

Subject: INFO. REQUEST, CULTURAL HERITAGE TASK FORCE

To: Superintendents & Directors, Western Region

From: Jervis Swannack, Cultural Heritage Task Force

Regarding: Information requirements re Cultural Heritage

In order to get a handle on the current status of cultural heritage activity in Western Region for my task force work, I need information as follows plus a first cut on what you feel are the primary problems facing the region in cultural heritage. If possible, would you supply this to me or Alison Manley before January 10, 1990?

For your information, I am attaching the most recent draft Terms of Reference for the task force.

1. **Person-years devoted to cultural heritage activity in your park/responsibility centre.**

   > for historic parks, your current, approved organization chart will suffice, indicating p.y.'s for each position. I am considering that all of your staff are devoted to cultural heritage activity in one way or the other.

   > for other RCMs, the information is not likely as easy to obtain (except for the historical and archaeological research and historic conservation). I am looking for estimates, not precise figures. For national parks, do not forget that the following is considered "cultural heritage" or related: historical or archaeological sites inventorying and resource protection; interpretive development and "guiding" dealing with historic or cultural resources; FHBRO matters (Federal Heritage Building Review Office); and "historic" collections management.

   You should also count "overhead" devoted to cultural heritage - i.e., your own or subordinate managers' time. This also applies to Personnel - and the need to estimate the resources devoted to classification, staffing and pay & benefits matters relating to cultural heritage activity.

2. **Financial resources (O&M and Capital) devoted to cultural heritage activity, over past three years including the current year, plus the new year (1990/91).**

   > Capital dollars should be easy to determine; for O&M salary + goods and services dollars, national parks and other RCMs may need to provide estimates.

3. **I would appreciate having your thoughts on what you consider are the most significant problems facing the region in cultural heritage identification, protection and presentation.**

   While the primary objective of the task force is to recommend on ways to "increase the profile" for cultural heritage in the region's business, there are myriads of ways in which this can be done - with varying degrees of likely effectiveness and cost implications.

   This does not have to be detailed - telegraphic phrases are fine with me.

Many thanks for your anticipated co-operation. Feel free to call me if you have any questions concerning this request at (604)666-1280.

Jervis Swannack
18 December 1989

cc: TF and AC members

attach.

(revised TOR, C.H.T.F.)

JDS-862

Canadian Parks Service **Service canadien des parcs**

TO: Superintendents, National Parks Western Region

FROM: Jervis Swannack, Cultural Heritage Task Force

Classification:
Our file: C1165-158
Your File:
Date: January 24, 1990

SUBJECT **Cultural Heritage Resources Questionnaire**
OBJET

In December, I sent each of you a memo requesting that you identify the amount of person-years and dollars devoted to cultural heritage activity in your park, and the problems facing the region in cultural identification, protection and presentation. Thank you all for your responses.

At the first meeting of the Cultural Resources Taskforce, several areas were identified by the committee as requiring additional information. I am therefore requesting that you take the time to answer a few additional questions about how your park manages cultural resources.

National Parks start here:
(Historic Parks skip to Question #2)

1. In the area of person-years and dollars, responses received from the national parks varied greatly, due in part I think to a general lack of awareness of what cultural resource management involves. For this reason, I am providing a more detailed description of typical cultural heritage activities that may take place in your parks. The list is broken down by sub-activity to assist you.

Please review this list of activities and identify the number of person-years and the amount of money used to accomplish them in your park in 89|90. If you have any questions about how to interpret this, Alison Manley (292-4446) would be happy to hear from you.

Management General

- management of historical facilities, buildings designated by FHBRO, historic sites
- preparation of PIPs for projects involving or related to cultural resources
- completion of FHBRO submissions
- participation in the Historic Resources Committee evaluations in your park

General Works

- maintenance of historic buildings (cleaning, minor repairs,)
- maintenance of historic features (monitoring, upkeep)
- maintenance of HSMB plaques
- maintenance of interpretive media, displays, and period exhibits devoted to cultural subjects
- maintenance of directional and orientation signage for cultural resources

Resource Conservation

- protection of and monitoring of cultural resources
- EARP screening and monitoring related to impacts on cultural resources
- collections management of historic objects and archival collections (inventory, cataloguing, condition monitoring,)(time spent by Park Collections Managers)

Interpretation

- personal interpretation of historic and prehistoric themes, artifacts, features, and buildings (include extension programs)
- production of non-personal media (temporary displays, etc.) to interpret historic and prehistoric themes, artifacts, features and buildings (other than capital projects)
- collections management of historic objects and archival collections (inventory, cataloguing, condition monitoring,)(time spent by Park Collections Managers)

Visitor Services

- visitor reception at culturally based facilities
- provision of information about park cultural resources

Other

- provision of security (human or automated systems) for cultural resources
- real property administration related to conservation and sensitive use of cultural resources (signage, meet building codes, infill)
- provision of expertise and advice to others on cultural resources
- special event planning and organization related to cultural resources or themes

2. The following documents, directives and guidelines set out the requirements for protection and management of cultural resources in the Canadian Parks Service. Please list the requirements you are currently not able to meet because of your current level of resourcing, staff expertise, or low priority in your work plan. Please identify which case applies.

- National Parks General Regulations

- Heritage Railway Stations Protection Act.

- T.B. Circular 1987-13, Policy on Heritage Conservation of Federal Buildings

- Parks Canada Policy 1979

- Management Directives
  2.1.20 Functional Management of Historic Objects and Reproductions
  2.1.21 Management of Historic Objects and Reproductions
  2.1.22 Conservation Services
  2.1.23 Collection Management - Archaeological Research Services
  3.3.1 Protection of Archaeological Resources
  3.5.5 Period Costumes
  3.5.6 Period Animation
  3.8.3 Preservation of Historic Structures

- Regional Directives
  WRD 37 Historic Resource Committee
  WRD 39 Application of EARP

3. What implications will the Proposed Cultural Resource Management Policy (Part III) (part of the 1979 Policy review) and draft Regional Directive WRD 40, have on your park?

4. Has an inventory of cultural resources located in your park been completed?

5. Does your park conservation plan adequately address cultural resources in your park?

Thank you for your assistance in advance. Responses are requested by January 30th please.

Jervis Swannack, Chair
Cultural Heritage Task Force

RESULTS OF CULTURAL RESOURCE MANAGEMENT QUESTIONNAIRES

In order to determine the current status of cultural resource management in the region, the task force asked park superintendents and functional directors to estimate the amount of dollars and person-years (py's) spent on cultural resource management in their parks on an annual basis. Responses were not received from all responsibility areas, making the data incomplete. The results of this exercise demonstrated two clear problems:

1. The financial coding system, MIF and MMS are not set up in such a way that time and money spent on cultural resource management can be readily obtained. As a result, the data presented here can only be considered as rough estimates; and

2. The majority of staff in western region do not know what cultural resource management entails (they are doing the work, but do not perceive it as being related to cultural resource management).

The chart below shows the amount and percentage of person-years and O&M dollars devoted (estimated) to cultural resource activity in national parks.

RESOURCES DEVOTED TO CULTURAL RESOURCE MANAGEMENT IN NATIONAL PARKS - 1989/90

PARK	CFT CRM PY'S	TOTAL PARK PY'S	% CRM	O&M $ (000s)	TOTAL O&M $ (000s)	% CRM
BNP	15.90	359.33	4.7	202.6	3,914.7	5.16
JNP	2.27	237.10	0.9	?	2,228.7	?
WLNP	2.50	76.90	3.0	3.5	605.3	0.06
KNP	1.32	96.57	1.0	12.8	802.2	2.00
MRGNP	3.60	110.26	3.0	21.9	1,380.8	2.00
EINP	0.55	47.25	1.0	1.3	341.9	0.04
PRNP	5.49	49.57	11.0	63.2	568.0	11.00
YNP	0.53	86.83	0.6	7.5	797.1	0.09

Notes: (1) South Moresby is not shown as it is yet to be fully established.

(2) The task force considered all historic site dollars and py's to be devoted to CRM.

These figures are probably conservative, however the amount of resources devoted to cultural heritage in the national parks is extremely low, considering the number and their significance in some of these parks.

Parks were also asked to list requirements outlined in legislation, policy and directives they were not currently able to meet because of current level of resourcing, staff expertise or low priority in workplans. Few comprehensive responses to this question were received, again demonstrating a lack of knowledge, or perhaps low priority.

Jasper identified no resources being spent to meet cultural heritage requirements, with the exception of EARP. Pacific Rim's comprehensive response identifies shortfalls in resources for consultation with Native groups regarding cultural heritage protection, maintenance of the Wickaninnish Centre, protection of resources and interpretation of cultural messages on the West Coast Trail and Broken Group Islands, collections management and storage, and provision of cultural heritage orientation information throughout the park. Yoho stated that they were unable to meet the requirements due to "lack of resources and higher priority workload items". They said in part:

"Most of these directives are living lonely neglected lives in our directives file, waiting for the day when we can give them the attention they deserve. While we have read them and recognize their value and importance of doing what is required of us, they collectively represent a level of service in excess of what we can currently provide, considering the shortfalls in our existing operation."

Questionnaire responses from historic site managers demonstrated, as expected, a greater awareness and understanding of the requirements of cultural resource management, and frustration with the tasks at hand and the resources available to do the work. In short, even historic sites are not completely meeting the requirements due to lack of resources, lack of training or other perceived priorities.

APPENDIX D

NATURE AND SCOPE OF WESTERN REGION PROGRAM IN CULTURAL HERITAGE

PARK AND REGIONAL RESOURCING COMPARISONS

APPENDIX D

NATURE AND SCOPE OF WESTERN REGION PROGRAM IN CULTURAL HERITAGE

Cultural resources are unique, non-renewable, tangible and enduring reminders of Canada's human heritage and are important components of Canadian identity. The western region of the Canadian Parks Service is responsible for the commemoration, protection and presentation of a wide variety of irreplaceable cultural resources ranging from the smallest artifacts, to historic buildings and entire cultural landscapes. In addition to those themes of Canadian history currently represented by nationally significant sites in the region, there are six additional priority themes identified for the western region for representation by nationally significant sites by the year 2000: Native culture, fishing, ranching, forestry, oil and gas, and Prairie settlement.

National Historic Sites.

There are nine operational national historic sites in western region (accessible to the public, with facilities ranging from signage to interpretive centres). These range from Fort St. James, a fully developed national historic park with 5 original buildings dating from the 1880s; through the St. Roch, an Arctic supply and patrol vessel built in 1928 for the RCMP, owned by the City of Vancouver but operated by the Canadian Parks Service; and the Banff Park Museum, which is the oldest museum in western Canada, established in 1895. The others are Fort Langley, Rocky Mountain House, Fisgard Light House, Kitwanga Fort, Cave & Basin and Rogers Pass.

Four additional national historic sites are owned and operated by others, under agreement with the Canadian Parks Service. These are the Brooks Aqueduct, S.S. Moyie, Craigflower Manor and Craigflower Schoolhouse.

Visitation to western region historic sites rivals the best-known sites in other regions. The total visitation to western region national historic sites when compared to the other regions is third highest. In regard to operational sites, on a per site basis, western region is at the top (see Fig. 1).

Commemorations.

One hundred and forty-seven nationally significant people, places and events have been designated by the Historic Sites and Monuments Board of Canada in the western region. The Canadian Parks Service is responsible for conducting the commemoration ceremonies and the maintenance of plaques and monuments erected as a result.

A number of the Board's approved recommendations, including the historic ranch (BAR-U preferred), Medalta Potteries, Kitselas Canyon and the McLean Mill remain un-implemented, although action is underway for most of these sites and others to achieve the program's objectives. These recommendations range from simple erection of plaques, through cost-sharing agreements, to establishment of operating national historic parks.

Figure 1. Numbers of visitors to CPS-operated National Historic Sites in 1988/89.

Historic Objects.

Western region's historic object collection numbers 37,176 artifacts to date with inventory continuing. This number does not include the archaeological collection.

Archaeological Sites.

Western region staff have documented 2114 archaeological sites and collected over 420,000 artifacts from complete excavations, surveys and salvage operations. Archaeological

sites in western region's parks range from the 11,500 year old campsites found on the edge of the Vermilion Lakes, to pit house village sites, and the historic remains of early fur trade posts such as Jasper House.

Federal Heritage Buildings.

Under the Federal Heritage Buildings policy, thirty-six CPS buildings have been designated as "recognized" and three as "classified" in western region. All buildings over 40 years of age are potential heritage buildings and only 84 have been reviewed to date. No inventory of potential heritage buildings within the region exists. Whether privately owned buildings on leased land fall within FHBRO policy is currently being examined by the Department of Justice.

Heritage Railway Stations.

New legislation (Heritage Railway Stations Protection Act) relating to the federal role in the identification and protection of heritage railway stations was recently proclaimed. The extent to which this will affect western region is currently unknown, however, historic railway stations in our parks will undoubtedly require CPS attention.

Other.

The Burgess Shale UNESCO World Heritage Site in Yoho National Park is considered to be a "cultural resource" in terms of policy and operational considerations. Due to its major significance for biological evolution studies, some CPS staff consider that this is the single most important cultural site in the region, if not the country.

PARK RESOURCING COMPARISONS

The task force compared Fort Rodd Hill, Fort St. James, Rocky Mountain House and Fort Langley to national historic parks of similar size and with similar types of cultural resources in other regions. This was done in order to determine whether the region is "in line" with other regions with respect to resourcing similar operational units.

1.	**Fort Rodd Hill**	**Fort George**
	160,000 visitation	100,000 visitation
	11.21 pys	17.0 pys
	$150.0 O&M	$200.0 O&M
	open daily year round	open daily in summer; by reservation rest of the year
	has limited management team: Superintendent/G.W. Manager CVA CFA	has full management team: Superintendent G.W. Manager CVA and Asst. CVA CFA Resource Protection Officer

Note: Both of these parks are located near major population centres and popular tourism destinations. The parks are similar in terms of size and number of buildings. Visitation to Fort Rodd Hill is substantially higher.

2.	**Rocky Mountain House**	**Fort St. Joseph**
	42,000 visitation	10,000 visitation
	6.47 pys	3.04 pys
	$89.0 G&S	$40.0 G&S
	open daily year round	open daily, Victoria Day to Thanksgiving
	Superintendent/G.W. Manager CVA	Superintendent only CFT position

Note: Rocky Mountain House and Fort St. Joseph are both relatively remote parks with the principle attraction being ruins and archaeological remains. Rocky Mountain House has a visitor reception centre while Fort St. Joseph has only minimal visitor facilities. In the off season, Fort St. Joseph is closed and the superintendent (the only permanent staff member) moves to the Sault Ste. Marie Canal office.

3. B.C. Mainland North (Fort St. James; Kitwanga, Kitselas Canyon)	**Fort Walsh**
21,000 visitation	25,000
12.87 pys	8.5 pys
$152.0 O&M	$132.0 O&M
open daily	open daily May - Oct.

Note: Fort St. James and Fort Walsh are both remotely located sites. Fort Walsh has a larger land area, however both parks have visitor centres and a number of extant and reconstructed buildings. Fort St. James remains open year round, while Fort Walsh operates seasonally. FSJ is also responsible for a large external area, including two other NHS - Kitselas Canyon and Kitwanga. The 12.87 py's include 3.52 over-programmed py's for seasonal interpretation programs.

4. B.C. Mainland South (Fort Langley, St. Roch)	**Manitoba South** (Lower Fort Garry, et. al.)
145,000 visitation	112,000 visitation
29.48 pys	39.0 pys
$1.2 M O&M and Salaries	$2.0 M O&M and Salaries
open daily year round	open to booked tours in winter

Note: B.C. Mainland South and Manitoba South are both administrative districts, which include responsibility for a number of operational sites. Both districts include large historic parks which are located within about one hour drive from major cities.

COMPARISONS OF CULTURAL HERITAGE DISCIPLINES

The task force also compared cultural heritage discipline CFT person-year resources across the system, to demonstrate patterns in the CPS among the CH units which have similar responsibilities.

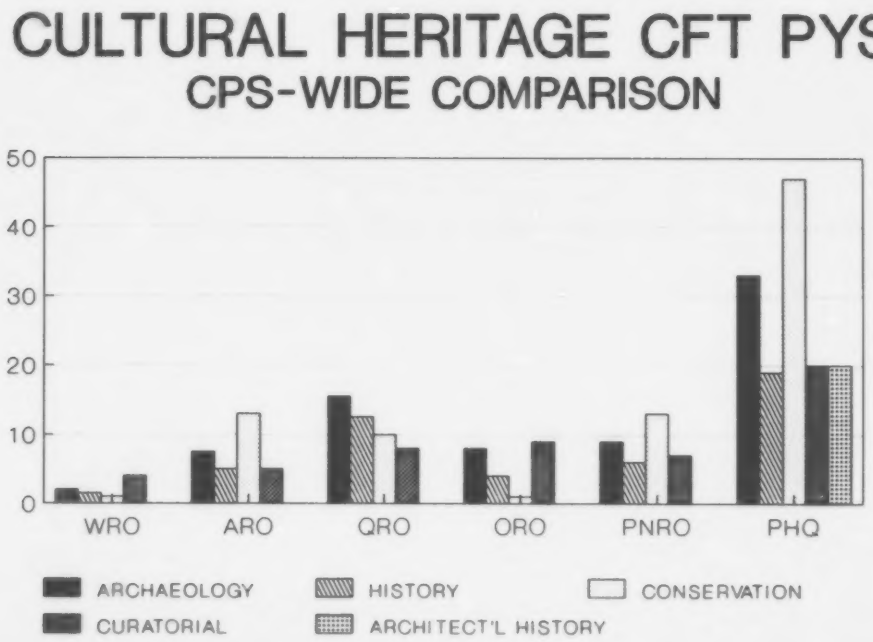


Figure 2. Comparison of CFT cultural heritage discipline person-years, Canadian Parks Service, 1989/90.

Note: On the basis of heritage resources administered, western region is clearly under-resourced. Quebec and western regions have a combined chief of history and archaeology, with the chief allocated 0.5 py to each discipline.

Headquarters py's include activities not decentralized to the regions: architectural history, including FHBRO; and underwater archaeology. The curatorial function is separated out from its organizational home in this and succeeding figures as a separate CH discipline, however, this function is variously located in interpretation, historic resource conservation or visitor activities in the different regions and headquarters.

Restoration architecture and specialized CH interpretive staff [not including curatorial], are not included in these figures.

HISTORIC RESEARCH - CFT PYS
CANADIAN PARKS SERVICE

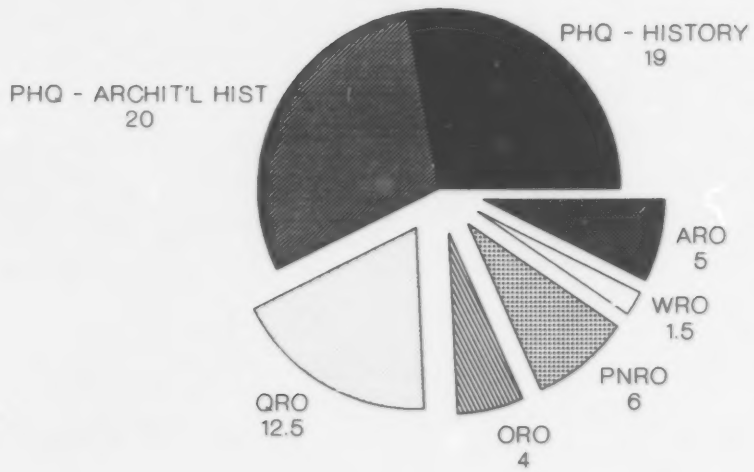


Figure 3. Comparison of historical research CFT py's across the CPS system, 1989/90.

Note: PHQ includes the architectural history branch, with FHBRO staff, which do not have counterparts in the regions. All regions and HQ except Quebec and Western have separate Chiefs/Directors of Archaeology and History.

CURATORIAL CFT PYS
CANADIAN PARKS SERVICE

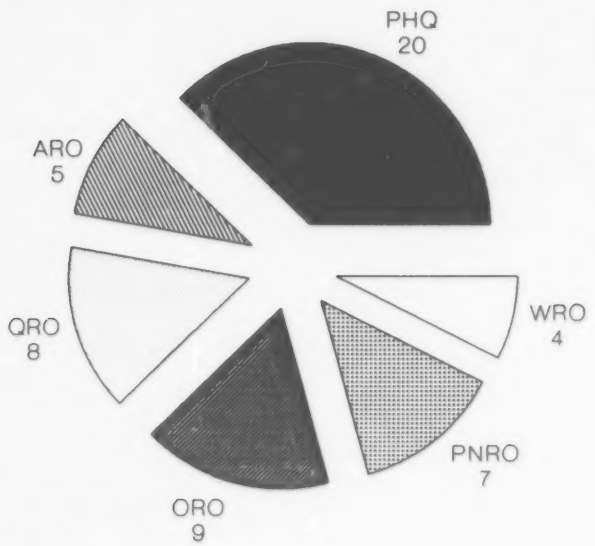


Figure 4. Comparison of curatorial CFT py's across the CPS system, 1989/90.

Note: Depending on the home base, curatorial staff are located in Visitor Activities, Interpretation or Historic Resource Conservation. Conservation and curatorial staff are shown separately as they are considered two distinct cultural heritage disciplines in this report. Western region includes the chief of HRC under the curatorial side, although for administrative purposes, 0.5 py is allocated to conservation.

CONSERVATION CFT PYS
CANADIAN PARKS SERVICE

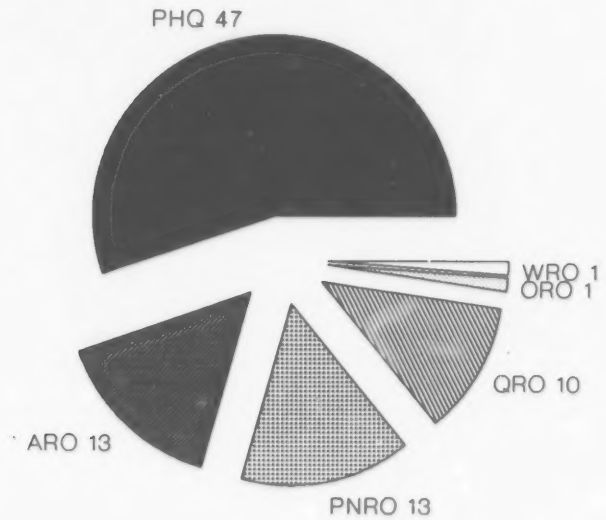


Figure 5. Comparison of Conservation CFT py's across the CPS system, 1989/90.

Note: Western region provides PNRO with 2.5 py's for conservation services to the region from Winnipeg. The conservation lab in PHQ performs special service functions for all regions. Ontario Region uses the PHQ lab for all conservation due to proximity and costs.

ARCHAEOLOGY CFT PYS
CANADIAN PARKS SERVICE

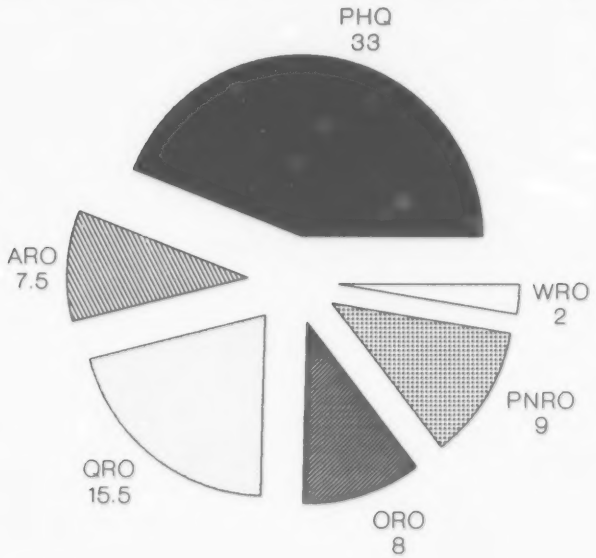


Figure 6. Comparison of Archaeology CFT py's across the CPS system, 1989/90.

Note: Underwater archaeology is included within the PHQ totals, but is a function which has not been de-centralized. PHQ currently performs much of the historic period material culture research for the western region, as well as specialized MCR for the others. We have not included the HQ publication unit's py's in this figure. Quebec and Western regions each have a joint chief of archaeology and history, with the chief position allocated 0.5 py to each discipline.

APPENDIX E

DETAILED ORGANIZATIONAL REQUIREMENTS

APPENDIX E

ORGANIZATIONAL REQUIREMENTS

1.0 Introduction.

The direction suggested in this appendix is based on task force expertise, internal interviews and discussions on various types of organizational frameworks, system-wide comparisons and identified capability gaps and shortfalls in meeting mandate requirements in cultural resource management. The organization outlined here is as objective as possible, given the focus of the terms of reference and inherent limitations of available time. Different approaches, based on the following requirements, may evolve during the implementation stages of this report and other related strategic planning initiatives, and would require thorough examination to ensure that they are feasible.

The reader should keep in mind that when we speak of "CFT" positions, we are talking about continuing, full-time, O&M positions. We are not counting existing term positions. In most respects, the total number of positions required to establish core capability in each of the CH disciplines is not very much higher than the combined total of existing CFT positions and existing term positions.

1.1 Regional Organization.

The task force recommends that a new regional organization be created to strengthen and streamline management of cultural resources. The main objective would be to locate the cultural heritage resource disciplines of historical research, archaeological research and historic resource conservation in one organizational unit. Two options are proposed:

> **Combine the three cultural heritage disciplines under the Operations Directorate, to centrally locate responsibility for management of natural and cultural resources in one area.**

> **Combine the three disciplines under a new and separate directorate, reporting to the RDG and on a temporary basis, called "Cultural Heritage Directorate". Following the creation of adequate profile and clout for cultural heritage, fold this section into Operations.**

The first option is favoured by the task force for several reasons: 1) most of the work involved is operational in nature; 2) this structure would facilitate better communication between natural and historic resource conservation - aiming towards integration of natural and cultural resource management, a program objective; and 3) improved communi-

cations with Visitor Activities/Interpretation would result - a key element in translating the work of the cultural heritage disciplines into publicly available products.

The primary drawback of option 1 is that the existing emphasis within Operations on natural resource concerns would require attitude changes and significant senior management energy (leadership) devoted to cultural heritage matters on a priority basis if the profile is to be raised. If this cannot be overcome, the task force would prefer the second option.

The second option, considered a temporary measure, would solve the profile problems by having a dedicated, strong and energetic senior manager (staffing required) devoted to building up a credible cultural heritage organization in the shortest space of time. By setting its own priorities and controlling its own budget, an "independent" directorate would best be able to take the initiatives needed to raise the cultural heritage profile. However, this structure would likely not improve communications between the cultural heritage disciplines and the other regional operations activities. Work planning and organizational problems would continue unless meaningful attitude changes occur. As well, if adequate resourcing cultural heritage disciplines depends to any great degree upon reallocation from existing directorates, the likelihood of this being easily accomplished would be reduced with this option.

1.2 Matrix Management Approach.

The task force has not suggested that the disciplines of historic site management planning and restoration architecture be included in this new organizational unit because we believe that they can be effectively combined during park/project planning exercises or during interpretive planning exercises and park development programs through a matrix management team approach. We feel that the matrix team development be explicitly and formally established when such exercises are to start.

1.3 Separation of History and Archaeology Management.

There is a trend in the CPS program to separate the disciplines of archaeology and history in order to ensure senior professional management at the HR-04 level is provided in each of the areas and reports directly to a Senior Manager. This was direction when decentralization began in the 1970s, but for a variety of reasons, never fully implemented in the regions.

In western region this means staffing a Chief Archaeologist. A PhD (or within two years of a PhD) with a speciality in a prehistoric culture area of relevance to the region and a proven track record of research management should be requirements; 19th century historic sites work would be an asset, but not essential.

1.4 Core Capability.

The term "core capability" is used by the task force to mean the resources (py's and $) and expertise required to meet cultural heritage requirements outlined in legislation, policy and directives on a day-to-day, continuing basis. The task force has concluded that our cultural heritage disciplines are under-resourced. The cultural heritage disciplines are clearly too varied and the resources too diverse and numerous to be the province of one or two individuals. The days of the "all knowing scientist" ended in the 15th century. In order to properly deal with the daily operational requirements, our staff must have specific areas of expertise.

The task force has outlined the types of expertise we feel are essential components in the western region cultural heritage program. Also taken into account are the resources and expertise that will be required to meet new initiatives such as those outlined in the body of this report, in the Environmental Agenda and the Minister's commitments to complete the system by the year 2000.

Clerical and secretarial services have not been included in this outline, as this function is required by all of the cultural heritage disciplines. In the proposal for locating the disciplines together, common clerical services should be considered and would likely result in savings rather than splitting this function among the three units. The task force feels that an additional one to two clerical CFT positions would be sufficient.

1.4.1 Archaeology:

Based on the diverse operational requirements and the variety and number of archaeological resources which are the responsibility of the western region, the following areas of expertise or functions are required:

Management of Archaeological Research: direction of archaeology program; liaising with CPS and outside professionals; developing initiatives within program and jointly with other organizations.

Mountains/Parklands Archaeology: archaeology of the Canadian Rocky Mountains (south of 60) and adjacent parklands.

Coastal Archaeology: Northwest coast.

Historic Archaeology: historic period archaeology, primarily of the 19th century.

EARP Applications: cultural heritage impact assessment and coordination of mitigative responses.

Cultural Resource Management: production of cultural resource management planning documents from inventory through to Archaeological Resource Description and Analysis reports and cultural resource management plans, and management of the CRM data bases for archaeology and history. In CRM and generally, familiarity with EDP applications for research is essential.

Material Culture Research: analysis of material culture recovered from archaeological investigations, primarily of the historic period.

Currently the archaeology function manages to meet the most basic needs of reactive cultural resource management with a staff of seven, including one managerial position. The seven positions are resourced with 2.0 CFT py's and 5.5 capital py's. Operation of the archaeology program with term positions contingent on approval of capital projects, makes efficient long-term planning impossible. In addition, the justification and paperwork required to obtain the capital and O&M py's on an annual basis in itself utilizes a significant portion of these resources. Six archaeology employees have now acquired indeterminate status as they have held term positions for five or more years.

Material culture research capability for historic period material culture in WR is effectively non-existent. Currently this function is coordinated by CH personnel at WRO with weak knowledge in this area by a combination of "headquarters robbing" and low-level contractual expertise. Accountable material culture research cannot be conducted under contract as there is virtually no expertise available in B.C. or Alberta from which to draw. Support from headquarters cannot be relied upon to meet most CRM related material culture research due to HQ's established goals and scheduling. Core capability in this area is necessary to conduct complete and credible work.

The task force has determined that core capability resourcing needs in archaeology are, at a minimum, 10 CFT positions.

This should be met by regularizing the 5.5 capital term py's and provision of an additional 2.5 CFT py's.

1.4.2 History:

Historical research is currently being handled by 1.5 CFT py's and two term py's, considered seriously under-resourced to meet operational requirements. In order to meet additional operational requirements engendered by new initiatives for additional sites in the WR program, to support the existing parks and sites historical research requirements, to supervise consultant contracts, and to support archaeology, an additional 3.5 CFT py's are required for a total of 5.0 py's for this discipline. In terms of "new" py's, we are speaking of 1.5 additional, assuming conversion of the two term py's.

Historic Research Management: direction of the historical research program; liaison with external professionals and institutions; maintaining contacts with NGOs; etc.

Western Canadian History (B.C. and Alberta): specifically the 19th and 20th centuries to meet the requirements of cultural resource management and interpretation in the national parks and sites.

Fur Trade History: to support current requirements of western region sites for fur trade interpretation.

Ethno-history: to meet the requirements of existing parks and sites; to support material culture identification (HRC and Arch); to respond to increasing demands for Native culture history.

Architectural History Research Expertise: to meet the requirements of FHBRO policy and the Heritage Railway Stations Protection Act.

1.4.3 Historic Resource Conservation:

The curatorial, conservation and collections management/ clerical support functions of historic resource conservation are currently met with five CFT positions, two term positions and extensive conservation support of PNRO and PHQ. The HRC functions are described below, with qualifications as noted in regard to the artifact conservation capability.

Management of Curatorial and Conservation Services: direction of curatorial, collections management and conservation programs and provision of input to management planning and CRM planning.

Ethnographic Curatorial Expertise: in the material culture related to indigenous people.

Fur Trade Curatorial Expertise: in the material culture of 18th and 19th century fur trade history.

Industrial Curatorial Expertise: in material culture relating to agriculture, fishing, lumbering and railroad industry.

Domestic Curatorial Expertise: in furnishings, textiles and material culture of a domestic nature.

Conservation Expertise: in provision of basic conservation work, condition assessments and general conservation maintenance advice to support existing exhibits and the new curatorial projects.

Collections Management Expertise: for specimens, records, and archival collections of Archaeology, Historic Resource Conservation and History.

A detailed study of western region artifact conservation requirements is required to determine if additional specialized conservation expertise and facilities are required in the region (see Chapter 4.0).

New requirements of the collections management directives are being implemented with the support of the two term positions. Outstanding requirements include completion of inventory at some parks and sites, cataloguing at several parks and sites, development of furnishing plans, collections maintenance plans and emergency disaster plans for all parks and sites. Based on these requirements, the task force feels that core capability in these activities, with the exception of new conservation expertise, is 9 CFT positions, meaning two new positions, if the two terms are converted to CFT status.

This includes capability for doing the collections management requirements for Archaeology and History, rather than splitting this function between the three units, and by so doing represents savings in human and financial resources.

1.4.4 Cultural Heritage Interpretation:

As noted in the body of the report, regional interpretation requires capability to meet its obligations in CH interpretation. At present, Interpretation has one specialist in the area of cultural heritage to deal with interpretation planning, service planning, and provide functional guidance to all cultural sites in the field.

Cultural Heritage Interpretation Planning Expertise: to co-ordinate and support planning exercises, co-ordinate input of the cultural disciplines in developing interpretive media plans, providing interpretive guidelines for research design, and providing functional guidance and support to the field; and to develop terms of reference for interpretive exhibit design and fabrication in cultural heritage.

Based on the existing level of cultural resources in the region, the task force feels that core capability for interpretation is a minimum of two CFT positions devoted to cultural heritage on a full-time basis. In addition, expertise in native culture interpretation is a significant gap in the region and warrants attention - possibly through contractual arrangements. Major project development initiatives such as the Gulf of Georgia Cannery and the BAR-U Ranch (preferably) will create additional demands.

1.4.5 Historic Sites Management Planning:

As noted, management planning should play a key role in initiating CH actions for the region. At present, this role has been largely abrogated to others, and until the current staffing action is successful, there is no CH staff planning expertise available to the region, a serious gap indeed.

Historic Site Management Planning Expertise: in development of management plans for national historic sites, identification of potential opportunities for partnerships and negotiation of cooperative and cost-sharing agreements.

The task force advises that two CFT positions in historic management planning will likely be warranted based on the recent initiative by the Minister to increase representation of historic themes. New initiatives such as the historic ranch, McLean Mill, Gulf of Georgia Cannery, Medalta, Native culture and Sterling will require management planning and co-operative ventures negotiation skills in order to attain successful results.

1.4.6 Restoration Architecture:

Restoration expertise currently exists in this region solely in the Public Works Architecture & Engineering Services dedicated unit - thus, technically, the CPS does not have knowledgeable client status.

Built Heritage Conservation/Restoration: expertise, specifically in restoration of wood, masonry buildings and marine assets, provision of functional guidance and training to the field in preventive maintenance and building conservation,

and ability to coordinate implementation of FHBRO policy.

One restoration architect is currently on staff and staffing is under way to hire another. The task force believes that in order to meet existing demands, FHBRO policy requirements, anticipated work resulting from Heritage Railway Stations Protection Act and new initiatives planned for the future, a minimum of two restoration architects is required as part of the dedicated PWC unit for western region. Consideration should be given to obtaining a restoration technologist, if the built heritage demands increase significantly.

2.0 Field Organization.

Both national parks and historic sites have serious shortcomings in terms of carrying out their responsibilities in cultural resource management. For national parks, we feel that most of these responsibilities can be met using existing A-base resources - however, certain positions will need to be revised to reflect the new requirements, and may best be achieved when positions in resource conservation and general works are vacated. If this is not possible in the short term, training of the identified staff members will be required.

Due to the comparatively low level of A-base resources in national historic sites, the task force recommends additional resources for historic sites.

2.1 Management Team Capability at Historic Sites:

In the past, decisions were taken to combine the roles of the park superintendent and general works manager in one positions in some national historic sites. This resulted in superintendents devoting significant amounts of time to day-to-day supervision of on-site maintenance, at the sacrifice of normal management functions.

The task force feels that a general works manager position should be re-established at historic sites with major visitor facilities and historic assets, especially at sites with high visitation, such as Fort Rodd Hill.

2.2 Resource Protection:

Currently, most historic sites have limited resource protection expertise. Given the operational requirements of legislation, policy and directives which apply to these sites, an increase is required. Resource protection expertise is required in built heritage, historic objects, archival

material, archaeological sites and in natural and cultural landscapes and features to carry out responsibilities in inventory, monitoring and EARP, restoration, maintenance and repair, proper display, storage and handling of on-site resources. At this time, only Fort Langley has a cultural resource protection officer position.

In order to carry out these requirements in an appropriate manner, the task force recommends that approval be given to Rocky Mountain House, Fort St. James and Fort Rodd Hill to establish a cultural resource protection officer position, as the cultural resource protection expert who oversees all resource protection requirements, advises other staff regarding appropriate activities and liaises with functional experts from the region. Ideally, these positions would require a diploma or equivalent in cultural resource management.

The warden service has traditionally held the responsibility for resource protection in the national parks. The emphasis in the past has been on natural resources. As with historic sites, resource protection expertise is required in the areas of built heritage, historic objects, archival material, archaeological sites, and cultural landscapes and features in order to carry out responsibilities in inventory, monitoring and EARP, restoration, maintenance and repair and in proper display, storage and handling of on-site resources. In addition, national parks may have additional responsibilities in monitoring of heritage resources on leased land, especially in townsites, depending on the DOJ evaluation of FHBRO policy.

In order to carry out these requirements in an appropriate manner, the task force recommends that existing positions in the Warden Service be designated for cultural resource protection officers. These officers would be experts who can recognize and be sensitive to cultural resource protection requirements, can advise other staff regarding appropriate activities and liaise with functional experts from the region. Again, these positions would require a diploma or equivalent in Cultural Resource Management; alternately, existing staff could be trained.

In parks and with sufficient numbers of historically significant standing structures, at least one existing position in general works should be identified for training in restoration and maintenance of built heritage. This position would be expected to work closely with the CRM wardens and with functional experts in region (PWC dedicated unit, restoration architecture).

The task force recommends this action be taken in Banff, Jasper, Fort Langley (includes St. Roch and Gulf of Georgia Cannery), **Fort Rodd Hill, Fort St. James and Waterton Lakes immediately.**

2.3 Other Operational Requirements:

While somewhat out-of-place in the context of this report, the task force notes that 3.52 over-programmed py's have been allocated to Fort St. James on a fairly regular basis, however, with no assurances that these will continue from year-to-year. These resources are utilized for continuing operations at the park (seasonal interpretation and related) and as such represent a permanent requirement, unless park goals and objectives are changed by higher authority.

The task force recommends that these overprogrammed resources be regularized as soon as possible, to permit reliable work-planning for the superintendent, and career planning for the staff affected.

3.0 Summary.

The following table recapitulates the minimum CFT person-year implications to provide core capability for the regional office and the field in cultural heritage.

Activity	Curr.CFT PY's	Curr.Term PY's	CFT PY's Req'd.	Net Increase
Archaeology	2.0	5.5	10.0	2.5
History	1.5	2.0	5.0	1.5
His.Res.Con.	5.0	2.0	9.0	2.0
Interp.	1.0	0.0	2.0	1.0
Planning	1.0	0.0	2.0	1.0
Rest.Arch.	2.0	0.0	2.0*	0.0*
H.S.GW Manager	2.0	0.0	3.0	1.0
H.S. Res.Pro.	1.0	0.0	4.0	3.0
FSJ Interp	--	3.52	3.52	0.0
TOTAL	15.5	13.02	40.52	12.0

Note: Restoration architecture may require an additional technologist position if there is a significant increase in heritage buildings under CPS responsibility.

APPENDIX F

INTERPRETIVE CONCEPT FOR JASPER HOUSE, JASPER N.P.

APPENDIX F

INTERPRETIVE CONCEPT FOR JASPER HOUSE, JASPER N. P.

Man - Land Relationships

Background.

Jasper House can be reached from Jasper townsite in under an hour. It is but one example of the potential of man-land interpretation in WR national parks and sites.

Jasper House was established at Jasper Lake in 1830. The location and activity conducted at the site was integrally related to nature. South-facing alluvial fans fronting onto rivers such as the Athabasca receive maximum warmth and as such are snow/frost free longer than many other landforms/locations. The site is at the effective head of reliable navigation as the lake itself was not navigable in periods of low water.

The Jasper Lake location was well-suited for provisioning for trade and travel over the highly favoured low level Yellowhead Pass into New Caledonia. Game and other food resources were abundant in and around Japer Lake.

The Jasper House story is part of the Devona Flats ecosystem and a story including:

1) The historic trail across the flats and the rare flowers along the trail;
2) The Athabasca, a few feet from the historic area, a source of water, transportation east to Fort Edmonton and the nodal part of an extensive network of transport and trade between a number of distinct cultures;
3) The large alluvial fan that Jasper House is located upon, its relationship to the Rocky River fan and the creation of Jasper Lake;
4) The Jasper Lake sand dunes which talk of the extensive natural draw-down of the lake which in turn speaks to the effective head of navigation which is a major reason for choice of location;
5) The archaeological remains at the actual site which contain evidence of Eurocanadian and Native activity at the site but also contain other data useful in environmental reconstruction such as a partial record of the historic fauna of the area and a climatic record contained in the extensive wood remains (dendrochronological record extending from ca. AD 1860 back at least 200 years);

6) The dry creek channels that were created by the CNR following alteration of existing streams and the dead willow along the streams;
7) The how, why, what and when of Jasper House. The Natives, Metis and Whites that resided, traded and supplied Jasper House; and
8) Millennia of man's prehistoric use of Devona Flats representing the pre-industrial natural order.

The public would be encouraged to view the site of Jasper House as a valuable, nonrenewable and interesting park resource - on par with the elk, sand dunes, rare flowers, etc. Park staff would embrace the total ecosystem approach and have a strong sense of stewardship over the man-land resources of areas such as Devona Flats. The archaeological section at region would have the resources to participate in the field investigation and post-field planning, the message design/interpretation phases and site management phases.

What is the present situation? A number of people visit the site. It is not marked and there is no information that it is a valuable park resource. Smaller exposed artifacts are picked up and removed. Some Native artifact pothunting occurs. Park resource conservation does not allocate resources to active site monitoring and management. Regional archaeology section has no resources for participation on park, area and site management/message design teams. Some information is produced by park staff on the site, but full consideration to detailed historical, archaeological and artifact information currently on file is not given.